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ABSTRACT

This document contains presentations and a summary of ideas generated at a meeting of the Council for Cultural Co-operation to discuss the state of guidance and counseling services in adult education in Europe, particularly in Germany. According to the summary, the following themes emerged from the speeches and discussion of the conference: (1) educational guidance and counseling are structural elements and therefore an integral part of the adult education system; (2) educational guidance and counseling serve the person who is seeking education, the institutions who provide it, and the adult education system as a whole; (3) counseling should be expanded; (4) when finances are scarce, more creative ways should be explored to share resources among educational and guidance functions, possibly by the use of volunteer counselors; (5) the exchange of experience among professionals in the guidance and counseling field through meetings and publication of writings should be encouraged; (6) provisions should be made to secure guidance and counseling's place as an integral part of adult education, such as through the creation of fill-time positions and changes in educational policy; (7) many questions about adult education guidance and counseling need to be resolved, along with differing opinions among practitioners and educational theorists; and (8) educational guidance and counseling become plausible when they enhance adult education's ability to contribute to the solution of social problems and to remove the educational and social disadvantages in society. (A list of the participants with addresses is included in the report.) (KC)

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INFORMATION, GUIDANCE AND COUNSELLING IN ADULT EDUCATION

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COUNCIL FOR CULTURAL CO-OPERATION
Strasbourg
1982

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COUNCIL FOR CULTURAL CO-OPERATION

R E P O R T

of the Seminar on

"INFORMATION, GUIDANCE AND COUNSELLING IN ADULT EDUCATION"

SOEST (Federal Republic of Germany)
22-24 September 1981

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I. PREFACE

In the framework of the Project No. 3 "Development of adult education", the Council of Europe, the Ministry of Education and Sciences of the Federal Republic of Germany and the Landesinstitut für Curriculumentwicklung, Lehrerfortbildung und Weiterbildung of the Land Nordrhein-Westfalen jointly organised, from 22 to 24 September 1981, a Seminar on "Information, guidance and counselling in adult education", which took place in the town hall of Soest (Westphalia, Federal Republic of Germany).

There were around forty participants (decision-makers, administrators, educators, experts), about thirty from Germany and ten from other countries of the Council of Europe.

The seminar was a follow-up to a number of activities undertaken in the framework of the European network of interaction projects in adult education. It particularly considered the visits to municipal counselling centres in the Federal Republic of Germany, which took place in 1979; the workshop on adult education for the underprivileged groups, held at Chorley (United Kingdom) in 1979; and the visit to information, guidance and counselling centres in the United Kingdom in May 1981. The following reports were used as working documents:

- Development of Adult Education, Strasbourg, 1980;
- Underprivileged groups: new aspects and trends, Strasbourg, 1980;
- J Braun, The experiments for the setting up of information, guidance and counselling services for underprivileged groups in the Federal Republic of Germany, Strasbourg, 1981;
- Priority activities in adult education, a consolidated report prepared by the Division of Out-of-School Education, Strasbourg, 1981.

The aims of the seminar were the following:

- To give participants the opportunity to get information and to have an exchange of views on features of adult education, notably concerning information, guidance and counselling centres in different countries of the Council of Europe, and in the Federal Republic of Germany in particular.
- To enable the preparation, on its specific theme and beginning from 1982, of an experiment of co-operative monitoring between European pilot projects, which could make systematic use of each other's experience. A mutual enrichment would follow, enabling decision-makers, field workers and experts to prepare jointly proposals for action likely to be tested in member countries of the Council of Europe.

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- Lastly, as the new CDCC project is based on adult education for regional and local development, the seminar stressed the importance of information, guidance and counselling in this context. It also prepared recommendations on the subject to be transmitted to the new project group.

  In fact, it was important to note that the information, guidance and counselling centres existing at a local level are or would be able to play a specific role in the coherent development of adult education linked with the overall development of the community.

The programme of the seminar was based on two themes to be developed during general information meetings and discussions within two working groups which dealt with the same themes simultaneously.

The selected themes were concerned with information, orientation and counselling according to the methodology to be applied on the one hand, structures, organisation and financing on the other hand.

The last part of the seminar was devoted to summaries prepared by the rapporteurs, to an exchange of views on the conclusions and to the adoption in the plenary session of recommendations for the project group of the new CDCC Project No. 9 "Adult education and community development".

II. INTRODUCTION

by A Frischkopf

Educational guidance and counselling is already relatively well established in some sub-components of the education system. In the field of adult education, however, this is not the case. But precisely the continued development of adult education has shown more and more the necessity of educational guidance and counselling being able to make an important contribution to an improved exploitation of adult education provision. Motivating and enlightening educational guidance and counselling have also proved to be important as an aid to groups of the population unused to learning in finding access to adult education.

In individual member states of the Council of Europe initial experience of educational guidance and counselling in adult education has already been gained. All this experience has one common feature: it shows the necessity and usefulness of adult education guidance and counselling. On the other hand it opens up a number of questions and problems which need discussion and clarification with reference to tasks and aims of counselling activity, the nature and qualification of staff, the form of organisation and, of course, the financing of educational guidance and counselling. Especially this last point, above all in times of economic recession, shows the difficulty in continuing to expand adult education guidance and counselling.

Above and beyond the questions which directly affect adult education guidance and counselling itself, a number of fundamental questions must be asked with regard to the importance of the development of adult education guidance and development for the professionalisation of adult education. The most crucial question is that of a further division of labour and then a further differentiation of staff structure in adult education. An initial division of labour, above all in the Volkshochschulen in the Federal Republic of Germany, has led to full-time planning staff and part-time teaching staff. In some city Volkshochschulen there is already some full-time teaching staff, too.

With adult education guidance and counselling becoming independent as a self-contained activity in adult education, a further division of labour may come about. The counselling activity, if it takes place in independent counselling centres, is carried out by a new category of full-time staff, that is by professional counsellors. Does this development entail a removal of a task of teaching staff in institutions of adult education and a shifting of it to outside these institutions? Or does it represent a necessary complementation of the counselling activity which in any case must be carried out in the institutions of adult education too? How can this counselling function itself in the institution of adult education be better promoted and expanded? These manifold questions and problems were discussed by representatives from nine member states of the Council of Europe in the Soest Seminar.

III. EDUCATIONAL GUIDANCE AND COUNSELLING - A NEGLECTED STRUCTURAL ELEMENT OF OUR EDUCATION SYSTEM

by O G Wack

Since the sixties a large section of the public all over the world has become increasingly aware of the growing rate of change in the social conditions of our lives. This growing rate of change refers not only to the world of labour with its ever-increasing division of labour and the structural changes resulting from new technologies but the growing rate of change in living conditions is to be observed as well in all spheres of public and private life. These changes confront the adult more and more with the task of learning something new or different, because the knowledge, skills, attitudes and orientation gained in one's youth or vocational training no longer suffice to master the changes in society. The fact that this task has been recognised by experts in the field of education is proved by the discussion being held all over Europe on concepts of "lifelong learning", "education permanente" or "recurrent education".

At the same time, the realisation that the adult must be enabled to master the said changes individually every time has led to numerous learning facilities for adults in many European countries. Parallel to this, however, the need for orientation and help on deciding how one's own future development should be guided with the help of learning facilities has increased. For faced with the necessity of making such a decision under dynamic conditions and, at the same time, with a more and more differentiated choice of learning opportunities, many people are out of their depth and require qualified help.

In addition to this, a series of social trends has for some years made the assumption probable that adults' lives will develop in a more complex way in the future than in the past. If this complexity, however, is to offer to a greater extent possibilities of a self-determined shaping of the course of one's life and of self-realisation instead of leading merely to disorientation, despair, insecurity and resignation, then the question of guidance and counselling of crucial importance, also above all for adult education.

Such social trends are, among other things, the structural change of work-places due to the influence of micro-processor technology and shortage of energy, unemployment and under-employment with their effects on further professional qualification; the question of occupational mobility in middle age from the point of view of using new opportunities of occupational activity; adult education including leisure education and educational leave as a means of preventing occupational stagnation; the change in sexual roles and the question of organising life after retirement.

From such a point of view it was logical and far-sighted of the German Education Council to recognise educational guidance and counselling as a structural element of the education system of the Federal Republic of Germany in 1970 with the publication of the "Structure Plan for the German Education System". Guidance and counselling was thus seen to have an educational function which helps to support and organise learning processes, those of adults too. It seems to me that this understanding of the role of guidance and counselling is crucial, too, if adult education is to take over the function acribed to it within the framework of the new European Council project of being an important element contributing towards economic, social and cultural innovation within the scope of local and regional development.

At the same time the German Education Council also placed guidance and counselling in the education system as a "flanking measure" in the context of a long-term educational reform. Educational guidance and counselling is meant to contribute towards realising demands for equality of opportunity, for ease of transference within educational courses and their transparentness, and for extensive promotion of talent.

The Structure Plan brought about a functional context between educational guidance and counselling and adult education by recognising adult education as an equal component in the whole education system and by logically relating educational guidance and counselling in its organisation and functions to all spheres of education. "Educational guidance and counselling can only be considered as an integrated whole which extends from the elementary field into adult education" (1). Educational guidance and counselling was thus incorporated into the horizon of lifelong learning.

Educational guidance and counselling was seen as an element that joins in contributing to realising the educational and social tasks of adult education. This should take the form of helping the adult learner to find through guidance and counselling those fields of learning "which develop his personality and offer him occupational and social opportunity at the same time" (2). This was seen as a fundamentally necessary function in view of complex, widely differentiated and individualised adult education provision.

If you compare the statements of the Structure Plan on Educational Guidance and Counselling with the actual development and that of educational policy in the Federal Republic of Germany since 1970, you can generalise and say that educational guidance and counselling is a neglected structural element in the education system. This applies to a special degree to adult education. This applies, too, as far as I know, to most of the other European countries.

Let me lend force to this thesis for the Federal Republic of Germany by referring to some symptoms which can be observed similarly in the rest of Europe:

a. The number of institutions in the field of adult education which have set themselves the task of educational guidance and counselling of adults is remarkably small.

b. Beyond declarations of intent, educational guidance and counselling is secured institutionally and financially in neither the Adult Education Law of North Rhine-Westphalia nor in other Land laws on adult education.

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c. It is true that educational guidance and counselling for adults is a task which every educationist in adult education has to perform continuously, but this task is carried out for the most part in passing and without any great expenditure of energy. It is seen as a waste product in adult education work. Thus, however, a rather defensive attitude to guidance and counselling emerges (3). Such an attitude, however, is in opposition to statements on educational and institutional policy as to the continued development of adult education and the structure of the tasks of the educational staff. They see guidance and counselling as integral components of adult education work on a par with organising and teaching activities.

Only where institutions of adult education experience difficulty in carrying out their programmes or where the existence of the institutions depends on the guidance and counselling does educational guidance and counselling acquire, even if seen from a restricted point of view, a particular value.

d. Where educational guidance and counselling is institutionally embodied, fear for its economic existence or of staff and financial stagnation in view of continually increasing demand threaten these activities.

The question must therefore be asked, what are the reasons for this neglect of educational guidance and counselling in adult education?

1. As mentioned above, educational guidance and counselling is neither legally, institutionally nor financially secured.

Educational guidance and counselling in adult education, as opposed to adult education itself, is not compulsory for local authorities anywhere. Local authorities, and still less other agencies who maintain institutions of adult education are correspondingly reluctant to make educational guidance and counselling available as a service.

Existent guidance and counselling services for adults, however, as for example the legally established guidance and counselling services in labour administration in the Federal Republic of Germany or the participant counselling and study counselling in the institutions of adult education fulfil only partially the task of comprehensive guidance and counselling in adult education.

2. Adult education in the Federal Republic of Germany is characterised by great diversification, as it is, as far as I know, in other European countries, too. This is valid for the legal foundation and the structure of the agencies maintaining adult education, the allocation of responsibility and the financial conditions. To date, this diversification has greatly hindered the development of guidance and counselling in adult education.

3. Until now there has been no comprehensive theory of guidance and counselling which could present a substantiated taxonomy of the range of tasks, forms and targets of educational guidance and counselling. The origins of this deficit: "Educational guidance and counselling has functioned until now as a comprehensive term for different activities whose theoretical association and foundation have hardly succeeded to date" (4). This state of affairs aggravates the inclusion of guidance and counselling in the context of adult education work and its association with other fields of work of adult education staff.

4. The lack of a comprehensive theory of educational guidance and counselling also limits a definition of its function in the educational system and in society. Reduced to a formula, the question arises: does educational guidance and counselling serve more the interests of the individual, also with the aim of changing social structures which hinder the development of the individual? Or is it more an instrument of adjusting the individual to given social structures?

5. There is no qualification which makes professional guidance and counselling activity in adult education possible. Furthermore there are hardly any opportunities for basic or advanced training in this field.

6. Among members of the public interested in educational policy, in the corresponding institutions and many decision-makers in educational policy there still seems to be a lack of awareness of the need for educational guidance and counselling in adult education and of the opportunities it opens up in the development of adult education.

After this admittedly resigned description of the momentary state of educational guidance and counselling in adult education in the Federal Republic of Germany and the reasons for it, I should now like, purely provisionally, to make some statements on the concept of educational guidance and counselling in adult education, its function and its fields of activity.

Educational guidance and counselling for me is a pedagogical form of intervention. It is, like education itself, oriented towards the acquisition of personal, social and material competence or, in short, competence and autonomy. This implies that it is first and foremost work in the sole interest of the counsellee. Here the premise is the anthropological supposition that adults are fundamentally capable of insight into their own activity and to a large extent, too, the circumstances of it.

This insight is striven for in guidance and counselling. Guidance and counselling further presupposes that through a widening of the counsellee's activities and knowledge he is reinforced in his ability to act and make decisions without being told exactly what he has to do.

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Educational guidance and counselling in adult education is for me a communication system in which counsellee and counsellor try together, with reference to the counsellee's personality and specific situation in life, to discover suitable educational opportunities or possibly those which have yet to be created. It is also an aid to orientation and decision-making in the search for learning also in cases where barriers hinder such a search or the counsellees are not yet aware of their needs and interests in adult education. To sum up I should like to make the following definition with the Council of Europe: "... (whereas in the value system which underlies this report) guidance and counselling is a process of evaluation and clarification of the needs and possibilities of the educational institution and of the individual with a view to a concerted definition of participants training target" (5).

With this understanding of educational guidance and counselling and against this background of a lack hitherto of the definition of the functions in the educational and social system as well as the as yet unsuccessful integration of educational guidance and counselling in the context of adult education work, I see educational guidance and counselling in the function of "active mediation between institution and individual, between provision and individual motives, between the external conditions and individual learning opportunities" (6).

To put it figuratively: educational guidance and counselling in adult education acts as a hinge-pin between supply and demand in adult education. This mediation occurs at various points of encounter between supply and demand. It occurs where the would-be participant is confronted with a complex range of adult education opportunities from various institutions and has to make a choice corresponding to his social situation and needs. Mediation is also necessary, however, where people who are potentially interested in adult education have not yet had access to adult education on account of certain barriers, or no course corresponding to their needs is available because these needs are unknown. Counselling also takes over a mediating function when, before the actual learning begins, planned programmes and the individual needs of the potential participant have to be brought into correspondence with each other. Finally, guidance and counselling is relevant when individual learning difficulties crop up in the learning process; these must be counteracted prophylactically or remedially. Furthermore it is also necessary here to relate these problems back to the actual learning process and make them productive for didactic and methodological action. From this understanding of educational guidance and counselling in adult education as an active mediation process which incorporates educational guidance and counselling in the context of adult education work, separate forms or fields of activity can be derived.

Educational guidance and counselling from the point of view of mediation can be differentiated between educational career counselling, motivation counselling, institution counselling, partipant counselling and study counselling. Educational career counselling means the counselling of those interested in adult education on the whole range of adult education provision of a region. It represents an aid to orientation and decision-making for individual persons or groups seeking advice about possible channels of education, taking their wishes and interests, their personality and their specific situation in life into account. This kind of counselling is only viable given the co-operation of all the institutions concerned and if it is as independent as possible of the education providers.

Motivation counselling or educational motivation and advertising try to motivate towards adult education those groups of the population who are unused to education or underprivileged in it. This is above all a matter of developing specific methods of contact, of reaching the respective target groups in their immediate situation in life and carrying out educational guidance and counselling in a comprehensive manner with resource to social-pedagogical aids.

System counselling aims at advising institutions of adult education on the basis of the adult education needs established in the counselling discussions in such a way that they can plan and carry out a needs-orientated and participant-orientated adult education programme. It is also possible through system counselling to convert into programmes the educational needs of such sectors of the population who to date have not been taken into consideration in normal adult education programmes or who have not voiced their needs.

Participant counselling means advising participants on prerequisites, teaching aims and content and organisation of all the courses of an institution of adult education. It is the genuine task of every single institution of adult education and an integral component of the adult education activities of the teaching staff.

Study counselling, finally, helps participants of adult education courses with individual learning problems and barriers. It aims at preventing or remedying learning difficulties in the immediate context of learning. I see study counselling as an important part of the work of every single teacher in adult education, work which can only fulfil its function if it is closely associated with the didactic and methodological work of the teacher. Educational guidance and counselling in adult education does not develop in its full scope until there is an interplay of all the named counselling activities carried out by different institutions and different people. The separate fields of work show different structural content and demand different methodological approaches which are based on different theoretical concepts. The counsellor must, therefore, according to his sphere of duties and the specific counselling situation, be able to respond with different methodological forms of intervention. An integrative repertoire of methods will result from increasing counselling experience, which will enable the counsellor to react specifically and adequately to the various counselling situations.

Let me now divert a little at this point. As I mentioned above, the Structure Plan has seen educational guidance and counselling as an integrated whole from the elementary sphere to adult education. The development in the different sub-sections of the education system has, however, for various reasons, led to the development of separate counselling services.

If we keep to the idea that educational and guidance counselling is a common structural element in all sub-components of education, this structural element may be differentiated as follows:

Educational guidance and counselling incorporates firstly school counselling with its duties ranging from school career counselling to educational psychology aid in individual cases and counselling school and teachers as system counselling. It is directed towards all pupils in the

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state school system, also to the parents of these pupils and the teachers who work in the school. In the future in North Rhine-Westphalia, school counselling is to be carried out by counselling teachers according to an overall concept of school counselling in the individual schools and the Regional School Guidance and Counselling Centres, which complement the counselling through the school counsellor and perform co-ordinating functions. Study counselling as the second form of educational guidance and counselling is by way of counselling students in the university sphere.

Finally, guidance and counselling in adult education as the third form of educational guidance and counselling is related to students who are not learning in one of the traditional places of learning, school or university, or who have left school. In my comments I have deliberately chosen the concept of educational guidance and counselling in adult education to ward off the danger of the separate fields of educational guidance and counselling becoming independent and at the same time to emphasise the necessity of their close co-operation.

I should now like to try to point out some important reasons for educational guidance and counselling in adult education and thus show at the same time what role educational guidance and counselling can play in the further development of adult education.

1. In the last few years, the idea that adult education is part of a policy which provides economic, social and cultural institutions in a democratic and social constitutional state has become increasingly accepted. Behind this is a new understanding of basic rights, not only rights of protection and defense in relation to the state but as rights which grant a "claim to participation or acquisition". According to this understanding of basic rights as an "objective system of values", adult education too becomes, among other things, a means of creating freedom ..." for the individually responsible free self-development of the person and to become part of society, as well as co-determining the concrete order of the society constituted by the state" (7). The aims of adult education in the last decade have been correspondingly orientated towards the improvement of qualifications, the advancement of individual and collective emancipation, the gradual abolition of inequality of opportunity and the provision of an all-embracing "offer". These targets, however, have only been partially achieved on the basis of a series of special structural features of adult education. Adult education is characterised by the plurality of the organisations providing it, by inadequate co-operation and co-ordination and by a dispersion of competences and financial conditions. In the Federal Republic of Germany this had led, for example, to a widely differentiated provision of adult education programmes that, owing to a wide variety of prerequisites, requirements and possible applications and so on, is hardly transparent any longer to the interested adult.

Adult education, furthermore, in contrast to other spheres of education, has been characterised at all times by a special degree of diversification of provision. This broad diversification can be traced back to the most varied adult learning needs and learning interests, combined with very widely differentiated interests as to their application. The broad differentiation of adult education provision has led to its opportunities having become largely imperspicuous to anyone interested. He therefore needs help in orientating himself and making decisions which will enable him to make a choice, according to his subjective situation in life, of those aspects of education which help him to develop his personality and make use of occupational and social opportunities. Educational guidance and counselling as a form of organisation in adult education opens up these

opportunities and thus becomes, in the sense of providing economic, social and cultural institutions, a component of the social infrastructure. In the words of the Structure Plan on Adult Education: "The right to adult education demands transparency of the adult education provision ... Information and counselling are therefore constituent elements of lifelong learning" (8). Or to put it pointedly in a provocative formula: Anyone who acknowledges the right to adult education, who wants plurality and diversification in it, must also want educational guidance and counselling.

2. The context of the argument I have just developed is deepened and extended at the same time if it is regarded from the point of view of equality of opportunity, the guiding principle in the education reform of the '70s in the Federal Republic of Germany. Adult education today, despite considerable effort, still continues to be a privilege of the already educationally privileged sections of the public; only rarely does it reach disadvantaged groups or those unused to education. This fact can be traced back to a bundle of motivation structures which can be characterised as being a syndrome of negative motivation towards adult education. This syndrome is exacerbated by the lack of adult education programmes which correspond to the needs and interests of people who shun education. The explanation of this syndrome lies in the correlation between social status, social consciousness and educational and occupational career. A deficit in information and counselling must be regarded as an "additional social threshold of access to adult education" (9).

If adult education does not come to terms with large adult groups of the public who shun education, additional specific measures must be taken in educational policy and pedagogics.

Here, educational guidance and counselling can take over an important guiding function in making adult education accessible to groups of people not used to education. At the same time it can contribute towards lessening the institutions' risk of not reaching these addressees or not being able to keep them as participants in their courses. It does not only present the opportunity of considerably increasing educational motivation but a decisive factor in overcoming barriers resulting from social position and background as well as removing obstacles to participants deriving from the current course organisation. Over and above what is a "passive offer in counselling", however, which of necessity privileges those accustomed to education, because it transfers the existing barriers to the counselling situation, must follow the expansion of active, target-group-oriented and localised counselling. This can make an important contribution to the creating of equality of opportunity by immediate target group contact through the use of methods of approach specific to the target groups, inclusive of social-pedagogical aids and through feedback with educational planning in adult education in the sense of system counselling. Educational courses in radio and television could take over a stimulation function here and develop considerable effectivity in advertising adult education.

3. A basic claim of adult education is that it orientates its programmes according to the interests and needs of the would-be participants. For this reason, adult education too requires flexibility and topicality for the available adult education programmes. A closer examination of the forms of research into needs used hitherto and their prognostic capacity relating to this claim soon shows that reality in adult education remains well behind this claim.

This is where educational guidance and counselling presents an instrument which can help to abolish many of the problems which are connected with research into needs. In educational guidance and counselling short-term changes in adult education needs soon become evident. In the form of motivation counselling it is possible to disclose latent needs above all too of groups of the population who avoid education and to establish concrete deficits for target groups and sections of the programme. Thus planned and target-orientated programme structuration becomes continuously possible in the sphere of adult education. Of special interest in this context is the conclusion reached by members of staff of a German research institute, Feoll: "Over and above quantitative approaches, dialogue forms above all have proved to be the most efficient means of purposefully addressing groups who abstain from further education and of establishing their adult education needs" (10). To put it succinctly: education guidance and counselling makes possible continuous short-term investigation into manifest and potential adult education needs and enables this information to be converted into participant-orientated, realistic and functional planning of supply.

Let me conclude with these three main lines of argument the attempt to substantiate education guidance and counselling in adult education and in a final section touch on some topical problems of educational counselling which are of strategic importance in regard to improving and intensifying counselling in adult education.

1. Education guidance and counselling succeeds or fails according to the information system available to it. In view of the profusion of information necessary for competent counselling, the collection, processing and storage of information is paramount.

An efficient information system as an indispensable prerequisite, for qualified counselling must be as comprehensive and topical as possible. It must be immediately available to the counsellor at all times, be tailored to answer questions of counselling practice and efficient enough to absorb the continuous stream of new information. To date, every existing educational guidance and counselling service still carries out the task of collecting and processing information individually and according to a different system. There are neither central services for this task, at least for the data of supra-regional significance, nor is there a unified ordering system which would make an exchange of data possible and thus a labour-division based co-operation of the existing guidance services with the collection and processing of information. Here a development group in the Landesinstitut has attempted during the last few months to produce a unified system of categories for an information system for educational guidance and counselling.

2. Still in this discussion is the problem of the institutionalisation of educational guidance and counselling in adult education. It centres above all around the question as to whether educational guidance and counselling should be transferred to a local authority centre independent of the agencies actually providing adult education or affiliated to a local institution of adult education. In the Federal Republic of Germany affiliation to the Volkshochschule as a local authority centre of adult education under parliamentary control is under discussion. But other solutions too, such as affiliation to the local education authority in connection with school counselling or integration into a general community counselling service are being discussed or practised.

My own position has, I believe, become clear in the course of my comments, I advocate, above all in the larger regions, a community counselling service independent of the agencies providing adult education with the main accent on education career counselling, motivation counselling and system counselling. Such a counselling service would have to be complemented by participant counselling and study counselling in the individual institutions of adult education.

3. Closely connected with the institutionalisation is the problem of financing. Educational guidance and counselling as a structural element must be placed on a solid legal and financial footing if it is to make its contribution to solving structural problems in adult education and its future development.

4. As already illustrated, there is to date no comprehensive theory of educational counselling which could serve as a practical guide for counselling practice. This affects both the defining of the function of educational guidance and counselling in the education system and the setting up of a substantiated taxonomy of its scope of duties, targets and forms. Together with Rückriem and Sprey three basic deficits may be listed:

a. a deficit in research relating to facts, methods and evaluation of counselling in the education system,

b. no analysis of educational policy documents and decisions on educational guidance and counselling in the last decade, and

c. the lack of a systematic and broad approach to the subject of educational guidance and counselling in the field of educational theory (11).

5. If educational guidance and counselling is to carry out its function in the continued development in adult education described here, and be an integral component of the work of everyone engaged in adult education, more attention must be devoted in future to the aspect of qualifications for this task. To me a special course of study for counsellors does not seem to be a practicable way here, for various reasons. Counselling as an integral part of the practice of adult education requires that the acquisition of counselling qualifications must become an obligatory component of any basic educational training. This should apply at least to a course of study in adult education. With this the complexity of guidance and counselling tasks in adult education and its "interdependence on macro-didactic activities such as "planning", "curriculum development and revision" and so on would be taken into account. For a later full-time job as a counsellor in adult education and in the light of the special structural features of such counselling in local authority institutions of adult education, a reinforcement of counselling qualifications could be considered by choosing a set subject of "counselling" within the framework of an academic course of studies. It would be imperative to complement such a course of action through appropriate in-service training measures in the field of counselling in, for example, the in-service training courses

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of the Landesinstitut or within the framework of further studies at university. Here, too, there should be more thought given to forms of organising self-organised in-service training among colleagues. Such forms would be conceivable on a regional basis, for example through the co-operation of already existing counselling services and in co-operation with school and university counselling.

Let me sum up and finish with a quotation from Aurin: "If guidance and counselling in the broad sphere of adult education is to prevail and become effective to the advantage of the person continuing his education it has yet, in its function in social and educational policy in its main educational tasks, to be detected by society and many state and local authorities" (12).

Notes:

1. Deutscher Bildungsrat: Empfehlungen der Bildungskommission: Strukturplan für das Bildungswesen, Bonn 1970, p. 91

2. Deutscher Bildungsrat ibid, p. 91

3. Wolfgang Krüger: Theorie der Beratung auf dem Prüfstand der Praxis in Hessische Blätter für Volksbildung 1/1980, p. 4

4. Wolfgang Krüger: Beratung in der Weiterbildung, Paderborn u.s. 1978, p. 23

5. Henri Janne: "Organisation, content and methods of adult education" Council of Europe, Strasbourg 1979, p 49.

6. Wolfgang Krüger: ibid, 1980, p. 5

7. Johannes Weinberg: Weiterbildung ist Daseinsvorsorge in Hessische Blätter für Volksbildung 29/1979, No. 4, p. 313

8 Wolfgang Schulenberg u.a.: Strukturplan für den Aufbau des öffentlichen Weiterbildungssystems in der Bundesrepublik Deutschland, Köln 1975, p. 62

9. Wolfgang Krüger: ibid 1978, p. 12

10. Manfred Bayer: Beratungskontakte in der Weiterbildung in Pit Böhle/ Ferdinand Schmidt: Bedartsdeckung im Weiterbildungsbereich, Neuss 1981 p. 90

11. Cited from Wolfgang Krüger: ibid, 1978, p. 22

12. Kurt Aurin: Bildungsberatung - Aufgaben und Möglichkeiten zu der Erwachsenenbildung in Erwachsenenbildung in Österreich, 7/8/1974, p. 342

IV. WORKING THESES

by D G Wack

1. Since the institution of the "Structural plan for the German education system", educational counselling has been a structural feature also of the partial educational system of further education, and also an auxiliary aspect of the educational reform, aimed at achieving the pedagogical and policy goals of adult education. However, the facts show that as a structural feature it has been largely neglected.

2. Symptoms of this neglect are the small number of education counselling services for adults, the lack of institutional and financial support for such services, the defensive attitude of adult education specialists towards counselling and the difficulties now facing those education counselling services which already exist.

3. There are several reasons for this neglect of counselling in adult education:

3.1 It is not compulsory for local authorities.

3.2 The diversification of adult education is a hindrance to the development of its own counselling system.

3.3 To date there is no comprehensive theory of education counselling to serve as a practical guide.

3.4 There is no agreement on the function of education counselling in the educational system or in society.

3.5. There is no appropriate qualification in counselling, nor are there any opportunities for basic or advanced training in this field.

3.6 Among the public interested in education policy there is little awareness of the need for education counselling for adults or of its possibilities.

4. Educational guidance and counselling represent "a process of evaluation and clarification of the needs and possibilities of the educational institutions and of the individual with a view to a concerted definition of their common educational aims" (Council of Europe CCC/EES (77) 3, page 49.)

5. Educational counselling acts as a hinge-pin between supply and demand in adult education. Its function is that of "active mediation between the institution and the individual" (Krüger, 1980, page 5). This mediation occurs at various points of encounter between supply and demand.

6. Education counselling as an active mediation process relates counselling and guidance to the practice of adult education.

7. Education counselling for adults covers a variety of fields: educational career counselling, motivation counselling, system counselling, participant counselling and study counselling. It is functionally connected with school counselling and study counselling, all three being parts of an all-embracing form of education counselling.

8. Anyone who acknowledges the rights to adult education, who wants plurality and diversification in it, must also want education counselling.

9. Education counselling, in the sense of active counselling in adult education, contributes greatly to educational motivation and to the removal of social and structural barriers to adult education among educationally under-privileged sectors of the population.

10. Education counselling makes it possible for continuous information to be available on manifest and potential adult education needs and for this information to be converted into participant-orientated, realistic and functional planning of supply.

11. Education counselling for adults at present faces the following problems where it is strategically important to intensify action to improve the situation:

a. the collection, processing and storage of information;

b. the institutionalisation and financing of counselling services in adult education;

c. the development of a comprehensive theory on counselling in education as a guide to action in counselling practice;

d. the creation of oppo tunities for acquiring counselling qualification as part of the initial and further training of adult education specialists.

V. THE DIFFERENT NATIONAL SITUATIONS

A. Denmark, P Backer

B. France, J Giffard

C. Italy, A Leggeri

D. Netherlands, W Dickhoff

E. Portugal, M J E S Bustorff Silva

F. Spain, J Camacho Muñoz

G. Sweden, T Levin

H. United Kingdom, H Marks
(Northern Ireland, R Holmes)

A. THE SITUATION IN DENMARK, by Peter Bacher

In Denmark, the structure of advice-, counselling-, guidance- and information activities in relation to education and work is relatively well-developed but very complex. The present organisation is described in the paper of Marianne Skov (1). Below, study counselling for adults will be viewed in relation to the emergence and development of the total counselling system.

The first public careers service office was founded in Copenhagen in 1917 (2). In the following decades other offices were established. A report from the Ministry of Labour (1946) proposed a nation-wide careers service system for the youth, offering general and individual information, advice and counselling. The careers service was placed at the (public) labour exchange-bureaux. In 1955 this became statutory (Act of 1953). Most counsellors were recruited among the primary and grammar school teachers, most of them were part-time employed as counsellors. Today the educational background of the career officers has changed. In 1979 43% were primary school teachers, 26% social workers, 7% academics and the rest have different other education background plus in-service training. More than half of the 160 persons were full-time employed.

The co-operation between the authorities of the labour market and education was improved in 1961 (new act).

From the end of the fifties, educational advice and counselling centres were gradually established. The changes in the structure of qualifications on the labour market, combined with the effects in the decline of the birthrates and children leaving school, caused changes and innovations in the educational system. For instance the competence-giving courses on 9 and 10 level (named "technical preparation exam") was established (1958) to fulfil the need for applicants to the planned new technical education at medium level (technical engineers, laboratory assistants, chemist's assistants etc). Also in-service training for unskilled workers was established. The educational system and the job-structure consequently became much more complex, gradually reflected in the emergence of study counselling.

Career information became a compulsory subject in the primary school and the grammar school in 1958. Today every year at least 100,000 pupils in the primary schools are in trainee service for 1-2 weeks.

In the grammar schools and at the competence-giving courses for adults (9, 10 and grammar school level) today individual counselling and guidance have been established and collective information about education and careers are given - partly in co-operation with the career officers.

Similar - but less developed - systems exist in the vocational education (EFG) and in institutions for further education, universities etc.

Recently new advice sytems for unemployed, especially those between 18 and 25, have been developed.

Some facts concerning the counselling system in Denmark (1980) (3)

Institution	Number of staff	full-time/ part-time hours per week	Estimated costs (in mill. D.cr.)
Primary school	2,100	6	65
Grammar school	500	6	20
Higher preparatory exam	140	6 1/2	6
Vocational schools	450	6-16	25
Universities, further education	7 100	full-time 1-20	3
Competence-giving courses for adults	395	6-7	15
Public vocational guidance (careers service)	160	full-time (90) 15-20 (70)	17
Communal contact- and information-activities	550 (min.)	?	?
Defence	12 81	full-time part-time	?

Additionally there may be study counselling at the social assistance offices, in the prisons (social workers) and in the agricultural sector (counsellors).

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Central co-ordination

Until 1 September 1981, co-ordination has been undertaken by the "Council of Vocational Counselling" (Erhvervsvejledningsrådet) which only had advisory functions. The new "Council of Educational and Vocational Counselling" (Rådet for uddannelses- og erhvervsvejledning) set up by the Act of 10 June 1981 (4), has both advisory and executive authority.

According to the Act, the council must

- promote the development and co-ordination of the counselling and guidance and make proposals in counselling and guidance matters,

- manage the production and distribution of information materials and co-ordinate and give advice concerning the private production of these materials,

- watch the trend of affairs at the local and regional level and may recommend their co-ordination.

Members of the council will be representatives of the organisations of the labour market, different other organisations with connections to or interests in the area, the associations of the municipalities and the counties, and finally the Ministry of Labour and the Ministry of Education.

The committee, which made the preparatory recommendations for the Act, enumerated six functions for the National Council. Apart from the three above mentioned functions it is concerned with the

- elaboration of principles and guidelines as regards the recruitment of counsellors;

- co-operation with institutes of education as regards training of counsellors;

- co-operation with institutions of research and education as regards research in and development of the counselling.

It is still uncertain when/if there will be a more formalised education for the counsellors. Several proposals have been made.

Local co-ordination

The local network of information and collaboration between the counsellors was recently formalised at the recommendation of the former National Council. In future the co-ordinating functions are placed at the "labour market boards" (Arbejdsmarkedsnaevnene). There is one board in every county, and the composition of the members are similar to that of the National Council. The boards must set up a special committee for this purpose. The "networks" should in the future function as the forum for the counsellors to exchange information and discuss pedagogical matters.

Concluding remarks on the structure of the counselling system

The information given above demonstrates that Denmark has a relatively long tradition in guidance and counselling integrated in the different parts of the educational system.

Concerning adult education, counselling is especially elaborated at the competence-giving courses (in average ca. three hours for each participant per year). The advantages of this system (ie counselling and guidance as an integral part of the institution) is that the counsellor in general is known to the participants, that the counsellor is well informed about the system she is working in, that she - as a teacher - has a close insight of the study problems that may arise, and that the communication with the other teachers are facilitated. The disadvantages are that the part-time counsellors' knowledge of the educational and vocational possibilities in general may be limited compared to that of a full-time career officer or "independent" study counsellor. Additionally, the counsellor may advise not on the premises of the participant, but on those of the institution. This last problem seems to be marginal in Denmark, but may be urgent in situations where different AE-institutions compete for the same "costumers" and use the ignorance of the users with the forms, contents, curricula etc of the different possible courses to "sell" their own.

Finally, from a structural point of view, a disadvantage might be, that different counselling systems overlap. Some find that this is a problem - and it may be an economic one - but certainly, a decentralised system with many entrances creates greater possibility to meet the needs for information. The problem is not the difficulty to establish or manage counselling systems, but rather to know, that they exist. That is why it is urgent to ensure, that the co-operation between the different parts work, and that information about them is provided.

References:

(1) Marianne Skov: Guidance and counselling in adult education in Denmark, 1981.

(2) Betaenkning om uddannelses- og erhvervsvejledning, nr. 900. Copenhagen 1980, p 14 ff.

(3) Ibid, p 29-31.

(4) Lov nr. 276 af 10 juni 1981 om uddannelses- og erhvervsvejledning.

B. THE SITUATION IN FRANCE by Jacques Giffard

In France, information and guidance for adults are provided by various organisations:

- national networks of establishments coming under the Ministry of Employment or the Ministry of Education;

- public or private agencies at regional or local level.

Three comments may be made on how these two functions are discharged:

- either only one service is provided, as in the case of bodies such as the Women's Information Centre (CIF) or the Young Person's Information and Documentation Centre (CIDJ), which distribute information;

- or the two functions are connected and discharged by the same agency, as in the case of the National Employment Agency and its local centres (Ministry of Employment) or the Ministry of Education's information and guidance centres;

- or information and guidance for adults are provided by training agencies which include time for reception and consideration of the adult's plans before training begins: in this way the Ministry of Education's social advancement centres or the regional aptitude testing centres for adult vocational training ensure the continuity of the individual process of integration in training.

We should add that in France, barring a few exceptions, information and guidance for adults concerns the vocational field only.

I. Adult information and guidance facilities

The Ministry of Labour has set up two national networks:

- the National Employment Agency, which in 1980 had 345 local agencies and 279 branch offices. It employs three types of staff, who work together in finding jobs for their clients, either immediately or after vocational training:

  - information officers (334 in 1980);

  - vocational counsellors (554 in 1980);

  In 1980 these officers provided the following services:

  - 235,830 individual vocational information interviews and 13,483 group information meetings;

  - 217,023 vocational counselling interviews.

Depending on their requirements, the people consulting these services are referred to one or other of the specialists, and when necessary can go from one to the other for help in clarifying their requirements and/or finding specific opening in the short term.

- The regional aptitude testing centres for adult vocational training which usually come into play following guidance counselling by the ANPE. They administer aptitude tests in order to match the applicant's requirements with the types of training offered by the Ministry of Employment's vocational training centres.

The adult vocational training organisation has 19 regional aptitude testing centres and employs 310 specialists who administered 191.092 tests in 1980; because of the saturation level of the centres (the waiting period can sometimes be more than one year), these examinations resulted in 65,479 people embarking on training.

The Ministry of Education has two national networks with which to provide information and guidance for adults:

- The GRETA network (consertion of training establishments) which operates in the field of continued training;

- the network of ONISEP's regional delegations and information and guidance centres.

In the case of the GRETAs, it is mainly the provision of training for individual applicants seeking training for social advancement that has been reorganised to improve facilities for receiving people making requests: this reorganisation specifically involved adult information and guidance.

Ministerial Circular No. 2804 dated 26 November 1975 set the objectives aimed particularly at improving and adapting arrangements for the information, reception and guidance of the public.

By 30 June 1977, 272 social advancement centres, ie more than one third of the centres open, were involved in a campaign to inform the potential public by the use of various media (brochures, information leaflets, letters to companies, stickers, local press, regional television, stands at fairs).

As regards reception and guidance of the public, it was planned that 84% of the centres should be equipped with ad hoc facilities by the end of 1977.

The reception/guidance method most frequently adopted was the individual interview, lasting between 15 minutes and one hour, based on the analysis of the training needs expressed.

Apart from improving conditions of access to training, this reception/guidance had the effect of bringing about an adaptation of the training system: the introduction, for adults who require it, of an observation period during which their plans can be redefined or more clearly stated; the institution of preparatory groups so as to facilitate entry to the actual training courses.

It can also be said that the continued training network has, for certain publics remaining outside the continued training system (young people with no qualifications, women wanting to return to work), set up educational activities with the aim of providing guidance and helping people to draw up vocational plans. It is estimated that between 10,000 and 20,000 people have been able to benefit from this type of educational service annually.

The information and guidance services whose main aim is to provide guidance advice to pupil's undergoing initial training offer two types of service to adults:

- information on training

  This is the responsibility of ONISEP's regional delegations which each year in conjunction with the Area Continued Training Officer, publish an Area Directory of continued training activities; most have a reception service run by a guidance counsellor which is open to all (distribution of brochures, individual advice).

- guidance counselling

  The information and guidance centres receive young people and adults for individual consultations. People have as much access as they require to the centres' documentation, or if they so wish can be received for an interview with a guidance counsellor, to discuss their situation and draw up a training plan.

The annual statistics of the Ministry of Education show that the number of adults using this consultation service varies between 10,000 and 12,000 for the 18-25 age bracket and averages 5,000 for those aged over 25.

Public and private agencies, mainly regional or local, dealing with adults' information and the guidance problems vary greatly in structure, functions and resources.

However, a feature they virtually all have in common is that they are directed at a particular public (wage-earners, managerial staff, women, young people).

A few examples of this are the following:

- services attached to a particular organisation such as the SNCF (French railways), the Paris Family Allowances Fund, which offer their staff full information and guidance services.

- professional bodies such as AOEC (Management Employment Association) or APECITA (Association for the Employment of Managers, Engineers and Technicians in Agriculture), which publish newsletters, and centralise information on job vacancies, making it easier for their members to obtain or re-obtain employment.

- associations aimed at a particular public, as already mentioned: the Women's Information Centre of the Young Person's Information and Documentation Centre, a special feature of which is that they publish information on every area of adult life and not only the vocational field.

As regards women, mention may be made of the combined information, guidance and training campaign conducted by E Sullerot as part of the "Back to work" ("Retravailler") association.

- agencies set up by regional authorities, particularly following the 1971 Continued Training Act:

- the Regional Office for Information and Co-ordination in Permanent Education of the Nord/Pas-de-Calais region;

- the Centre for Continued Training and Permanent Education for the Alpes/Cote d'Azur region;

- associations set up by a university, aimed at the public in general looking for complementary vocational training:

  - the University Centre for Economic and Social Co-operation (CUCES) at Nancy,

  - the University Centre for Information, Research and Documentation on Permanent Education (CUIDEP) at Grenoble.

Lastly, there is a national body whose aim is to provide information on adult training and which has been entrusted with drawing up and distributing this information to information and training organisations, and not directly to the adults concerned: this is the Centre for Information on Training (Centre INFFO, Tour Europe, Paris).

II. The problems

The functioning of information and guidance services for adults in France has been the subject of government-commissioned reports to the Economic and Social Council, viz:

"Orientation professionnelle et reconversion des adultes" by Evelyne Sullerot, 1979; and

"L'orientation et la reconversion des adultes" by Jean-Paul Murcier, 1980.

These two reports together provide comments and proposals which stress the weaknesses of the organisation of information and guidance for adults in France.

Three main criticisms should be borne in mind:

- information and guidance for adults, the purpose of which should be to help individuals find training to suit their abilities and interests, are still too heavily influenced in their content and working methods by training provision; their choice is ultimately determined by what is available; as a result of the range and variety of bodies dealing with information and guidance for adults, individuals (especially the most disadvantaged) are not given effective help: many are shuffled from one organisation to the next, and all to no avail? It is therefore vital to link together and co-ordinate the services which can be provided;

- the insufficiency of resources, particularly in specialist staff, is recognised. Work currently being done for the Ministry of Vocational Training hints at an appreciable improvement in this state of affairs.

It seems in particular that we are moving towards recognition of a right to guidance (and therefore to information) for adults, just as there has been a right to vocational training since the 1971 Act.

C. THE SITUATION IN ITALY, by Antonietta Leggeri

Any description of educational and vocational guidance in Italy must begin with the disquieting observation that in this matter our country lags decades behind many other European countries.

The first few experimental efforts were not made - and then only in some parts of Northern Italy - until 1974, when the school districts were given responsibility for educational guidance; others followed in 1977, when Decree No. 616 empowered the regions to set up vocational guidance services.

Lombardy, which has been particularly enterprising in recent years, was one of the first regions to set up a permanent education service, thereby putting into effect the text of Article 3 of the Italian Constitution in regard to the need to ensure "equal social dignity" for all citizens by eliminating obstacles to the full development of personality. The Permanent Education Centre founded by the municipality of Milan, working in co-operation with the Directorate of Secondary Education of the Ministry of Education and with various public and private associations, is one of the institutions which offer guidance services, both educational and vocational, to young people and adults.

Tuscany is also active in the field; Trentino-Alto Adige and the provinces of Bolzano-Bozen and Trento run school guidance programmes; Campania has set up a network of provincial vocational guidance centres and is now evaluating it; and Emilia-Romagna has published a series on "Choosing a job", which has been distributed to secondary schools through the district authorities. Other regions have preferred to offer guidance of facilities by means of arrangements with the public and private organisations which were responsible for all the guidance facilities available in Italy before the setting up of the school districts (1974), eg the guidance centres of the denominational schools, the National Vocational Guidance Association of Christian Workers, the University Residence Foundation, National Organisation for the Prevention of Industrial Accidents etc. Still other regions have continued to operate the educational and vocational guidance centres of provincial technical education associations set up by the Ministry of Education in 1950 to provide guidance for pupils in technical and vocational schools; Puglia is one such case.

After 1973 Lombardy, always a leader in social reforms, was the only region to transform the former provincial technical education associations into new bodies which are very active, particularly in the field of educational guidance and counselling, and are called associations for technical and educational innovation.

Thus far, no region has set up guidance facilities for the disabled.

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In 1979-81 an interesting educational and vocational guidance project was carried out under the auspices of the EEC, in Tuscan district No. 35, the Upper Elsa Valley of Siena province. The methodological features of this project are quite special; in practice, it was run by the following:

- a social management committee composed of all the representative authorities of the geographical entity (Tuscany, Siena province, five municipalities, Siena education authorities, local health unit, trade unions and professional associations);

- a guidance centre with specially trained staff;

- a schools liaison group composed of 30 representatives (parents and pupils) from the district schools.

The objectives were to influence the social, economic and cultural conditions determining young peoples' choices, the criteria of educational selection, the image of work and values attached to it, as transmitted by school, family and media; to integrate, and reorganise, manual and intellectual work; to make possible choices resting upon educational methods and contents which were geared to self-expression and self-knowledge, critical awareness of one's own values system and of the socio-economic conditions to which one was attached, experience and awareness of the relationship one wished to create between oneself and the environment. To affect the process of choice, conditioning and values systems it is necessary to intervene at every step of the educational process of young people, from primary school on, and to treat guidance as a continuing educational process.

To achieve these objectives, an effort was made to involve teachers, families and the working environment to the fullest extent. This project was more than a straightforward experiment in school guidance because although the product of guidance is ultimately used only by young people, the activities entailed in it are planned with the help of teachers, parents and the working environment as well.

Another important feature of the project was that it did not call for permanent guidance centres and specialised staff working directly with the young people, and in this it contradicted the Guidance Act now being prepared by the Italian Government; on the contrary, the project's activities were intended to change and improve the educational courses taught by schools, to prepare and increase awareness among educational agents (head teachers, teachers and parents) and those involved in production (associations, firms, trade unions), by entrusting the planning and carrying out of guidance activities to social forces. The ultimate aim of the project was to determine the extent to which guidance activities could be carried out not by a guidance centre or some agency set up for the purpose but by existing territorial entities, elective democratic bodies representing all aspects of local life.

Now, after describing the previous efforts of the various regions of Italy, it remains to mention a new element in the field of guidance: a Bill on School and Vocational Guidance which has been submitted to parliament by the National Council for Labour and the Economy.

The National Council for Labour and the Economy is a consultative government body which is authorised under the Italian Constitution to institute legislative action.

Beginning in July 1979, in response to a need which has been felt acutely in Italy and dramatically highlighted by the more widespread malaise which often takes the form of eruptions of social tension, the NCLE has turned its attention to the question of educational and vocational guidance.

The limited guidance services previously set up under the authority of the state have virtually disappeared, and the regions have not become sufficiently active in vocational guidance; at this stage, provision consists of legal instruments rather than action. There is a general tendency to combine vocational and educational guidance, which shows an increasing awareness of aspects common to both; however, there is also lack of specific consideration for vocational guidance, ie of activities bringing young people into contact with the actual demands of the employment market.

Let us look, in summary fashion, at the contents of the Bill.

Article 1 defines the objectives of educational and vocational guidance in accordance with the principles adopted by the international organisations of which Italy is a member (ILO, UNESCO, EEC, Council of Europe) and relates them to the terms of the Italian Constitution.

Article 2 defines guidance services as being in the public interest and names their target-groups, ie young people in school, adults and the disabled.

As regards adults, the group in which we are primarily interested, the article stipulates that guidance services are for adults who are now or have employed and who wish to gain or renew qualifications or to specialise in order to change occupations, and for people who are temporarily unemployed and who should be enabled to make a choice in keeping with their abilities and aspirations and with the actual possibilities offered by the employment market.

Article 3 sets out the general principles of the guidance service: pluralism, trained counsellors, no fees charged, impartiality, consultation not compulsory.

Article 4 establishes the regions as the pivot of the combined educational and vocational guidance system; they have already been made responsible for vocational guidance and are now invited to make use of the legislative powers invested in them to organise the service by setting up new information and guidance centres and to conclude agreements with the relevant school authorities, under which guidance activities for school-age youngsters would be provided in those centres. This will make possible the needed fusion of educational and vocational guidance.

Article 5 defines the operation of the pluralist principle, providing for direct administration by the regions and indirect administration, under agreements, by existing educational and guidance centres.

Articles 6 and 7 lay down the operating rules for information and guidance centres.

Article 7 states that the centres' activity should take the form of ongoing programmes involving:

a. group information, directly transmitted either through the schools, regional training institutions and universities or by means of public or group meetings held at the request of employment bureaux, chambers of commerce, regional services and sections specialising in socio-economic information, trade union organisations;

b. the circulation of material relating to school, university and vocational guidance, by means of brochures, audio-visual resources, publications in the periodical press, radio and television broadcasts and other media;

c. individual consultations, upon request;

d. the systematic information of teachers with a view to greater co-operation in the field of guidance between schools and vocational training bodies.

Article 8 summarises the liaisons to be set up between regional guidance services and the state educational authorities, universities, local health units, regional socio-economic information centres for agriculture and employment agencies.

Article 9 defines the state's responsibilities in an area in which co-operation must be delimited very explicitly, owing to the complex inter-relationships of the functions performed by state and regions, ministries and local authorities. It refers, with special regard to guidance, to the responsibility for promotion and co-ordination of the activities of the relevant ministries, which is assigned by the Constitution to the Chairman of the Ministers' Council.

Article 10 sets up the Committee for Guidance, a consultative body marking under the Chairman of the council.

Articles 11 and 12 define the attributes and operations of the central body for research and experimentation which is to afford whatever technical assistance the state and regional administrations may require in the matter of educational and vocational guidance.

Article 13 sets out the conditions for admission to a profession which demands extensive preparation, qualification and experience and must be exercised with a full sense of responsibility by people of outstanding psychological and professional maturity. In practice, it can be entered by anyone who has passed a state examination conferring the right to enter it.

To qualify for the examination, candidates must take a two-year course in a regional information and guidance centre recognised by the region and run by a guidance counsellor who is a registered member of the profession. Those wishing to take this course must hold a university degree and a diploma of advanced study in guidance obtained from one of the university colleges authorised to issue such diplomas. Only five Italian universities have been authorised to set up two-year schools for advanced training in guidance.

D. THE SITUATION IN THE NETHERLANDS, by W Dickhoff

The development of adult educational information, advice and counselling in the Netherlands so far has been mainly a by-product of some distinct, more dominant developments. The most important of them are the Open School-Experiment and local/regional adult education networks.

Before these phenomena came into being, information, advice and counselling were carried out on a small scale as an internal function of adult education institutions and associations. Also co-operation among local providers existed. Examples are known of brochures about the whole range of courses in a particular town or region edited by such co-operations. The emphasis, however, was on presentation of information in the typical form of printed material.

The idea of guidance and counselling in the field of adult education was not widespread among adult educators in the Netherlands. Maybe this was due to the rather weak consciousness of adult education as a public service for all. "Traditional" adult education tended to recruit its participants from the higher socio-economic ranks and already experienced learners. Obviously there was not an urgent need for guidance and counselling for them. Information was enough. Typically every institution and association had its own clientele. Regular information about the institution's own programme was regarded as the only necessary service in this respect.

1. Government committees on adult education

For several reasons adult education became an area of public interest at the end of the 60s and the beginning of the 70s. The situation is comparable to other countries.

Nationally adult education associations of various forms founded the NCVO (Netherlands Centre for Continuing Education) in 1966. National expert reports and recommendations for the expansion of adult education followed, not only by the NCVO (which soon became a leading party) but also by national associations and other bodies separately.

In 1974 the government set up an advisory committee to develop the notion of an open school. The idea behind the open school was a concern for the growing disparities in educational level between the post and before-war generations and the well to do and lower classes of the population. Labour market studies showed a trend toward a need for a small proportion of the labour force with very specialised skills and knowledge, a large part of carry out jobs with almost no educational requirements and an erosion of the middle level. Other studies argued the need for retraining for almost everybody to keep in pace with the fast changes in society. Another stimulus for an open school simply was the fast growing demand, especially among women.

One year later a second committee was set up, the committee on Local Educational Networks. The idea here was that if adult education was to expand in to the "quaterny" sector of education public responsibility had to be introduced. At the same time there was recognition of the value of

the multiple agency structure with virtually no public provision which is so typical of the adult education field in the Netherlands. Therefore, the concept of local networks was promoted: via development planning and the extension of information, guidance and counselling services at local level a well-balanced supply had to be built out of the scattered and separate provision, which already existed. The public authorities were made responsible for the planning, whereas the private initiative jointly was given the task of programming, ie deciding who is going to do what on the basis of principles and guidelines set out in the educational plan.

In an amazing short time both open school and educational networks became major phenomena in the adult education field. For the open school, this can be explained by the introduction of 23 experiments in all parts of the country with the aim to reach out towards priority groups. Via the experiments recruitment and enrolment, methods had to be tested combined with the development of new curricula geared towards the needs of adults with little prior learning experience. Also the use of different media (written material, radio and television, groupwork) had to be tried. In order to carry out these experiments funds were provided by the central government for personnel in the experimental areas and for a relatively large central staff-unit, which was created on a temporary basis for the experimental period (three years).

The notion of local educational networks was strongly backed up by the major government policy of decentralisation particularly in the field of welfare. The first concrete steps in this direction were undertaken at the same time as the start of the committee on local networks and happened to pertain to part of the adult education field namely liberal, non credit adult education. This part of the adult education provision was and is subsidised by the Ministry of Culture, Recreation and Social Work. This ministry decided to change its subsidy-policy drastically in order "to bring government back to the citizen". From the beginning of 1976 onwards more and more areas of welfare were and will continue to be brought under the jurisdiction of towns and regions, which can claim their expenditures on the presentation of educational, socio-cultural and eventually welfare plans before the central government. The aim is to extend welfare plans also to quite a few areas outside the domain of the Minister of Culture, Recreation and Social Work. A "framework-law" is under debate. It remains to be seen, however, how far the new law will reach. Noticably between credit and general interest courses. Credit courses on their turn are administered by the Minister of Education (second chance education, evening schools for secondary levels in general education and job training) and the Ministry of Social Affairs (labour market training).

2. <u>The government's response: priority areas as an interim measure</u>

By the end of 1979 the work of the advisory committees was terminated after a one and a half year prolongation of their original period. Both committees published 10 reports, and even more studies on specialised topics, some of them together. In the reports a great variety of proposals concerning the expansion of adult education and abolishing disparities in educational opportunities was made. Adult education was pushed as an instrument in national policy both for social and economic reasons. The Open School Committee concentrated on recruitment, curriculum-renewal, multi-media approach and a national structure for constant innovation, whereas the

network committee laid foundations for adequate planning and programming procedures, the development of information, guidance and counselling services and the establishment of support units at the provincial level for adult education workers. Also the network committee made a proposal for a national structure, which in some aspects different from the Open School Committee's concept. Both committees stressed the necessity of coherence in the adult education system and priority for under-represented groups (literacy, adult basic education, women's programmes, immigrants' programmes, the unemployed).

Towards the end of 1979 it became clear that the government was not ready for an overall answer on the advice of the two committees. Adult education so far had been administered by three ministries separately. Although the Open School Committee was appointed by the Ministers of Education and Culture together and the network committee by them plus the Minister of Social Affairs co-ordination at the political level and of the civil servant apparatus had as yet to begin. Moreover 1977 had shown the creating of a third committee in adult education, the Committee on Paid Educational Leave under the auspices of the Ministry of Social Affairs. This committee published its first report soon after (1978). The three main features of the report are: a. educational leave is for everybody, not just workers; b. free choice of courses, not only strictly labour market training; c. priority for people with little prior education and low incomes. The committee indicated central government for bearing the costs for educational leave.

Scon it turned out, that the government was not prepared in times of economic decline to accept this new task immediately. So one of the cornerstones of a new adult education system appeared to become a stumbling-block.

Late 1979, early 1980 central government took various measures. Firstly, the Minister of Education was appointed Co-ordinating Minister for Adult Education. Secondly, a workgroup consisting of civil servants in the adult education sections of the different ministries was formed to write a government's report on adult education. Thirdly, a precursory Council on Adult Education was formed to consider the whole system of adult education in distinction of its predecessors. It was defined, however, that the council's work would depend on the government's report. Lastly, it was decided to earmark five priority areas in response to the advices of the open school and network committees and signals from the community. These areas are:

1. continuation and expansion of the open school,
2. developmental projects in comprehensive adult education planning, information, guidance and counselling services, and support-units of workers at the provincial level to explore possiblities of network-building and co-operation,
3. literacy programmes,
4. literacy, basic education and skill-training for ethnic minorities,
5. basic skill training according to labour market-needs.

1980 was a transition year. The ministries waited for municipal authorities and local adult education providers together to subscribe for the fund available under the priority areas. The central staff-unit for the open school experiment had to be terminated and expertise transferred to the local levels. The network committee had proposed a number of towns, regions and provinces for developmental projects. Workplans had to be written and negotiations took place with central government to get approval

(and money) to start. The staff of the open school and network committees had to finish business. New positions were formed for staff on the precursory council and on the co-ordinating body for the programmes under the priority areas. The common work of the three ministries had to be co-ordinated towards interdepartmental work and all the new tasks carried out together. Besides there was the task to write the government's answer on all the proposals made by the advisory committees and numerous national bodies, associations, volunteer groups, etc. National organisations like the NCVO, the National Institute for Curriculum Development or the National Pedagogic Centre for Labour Market Training were eager to find out which role they were expected to play in the new constellation.

Half 1981 preparatory work is still under way. The precursory council was inaugurated. The founding government's report did not appear until May 1981, however, and the content is mainly descriptive. It will take some more time before a clear task load for the council will be defined.

The co-ordinating body for the priority area projects and programmes has also be formed. Much work has been investigated in helping local projects to formulate workplans and establish working lines with the officials in the ministries. Only three projects are well under way now: continuation of open school, networkprojects and literacy. As regards educational programmes for ethnic minorities and basic skill training geared to labour market needs much preparatory work still has to be done.

3. Projects for information, guidance and counselling services

The paragraphs 2 and 3 of this paper were written to show the circumstances in which since 1980 five projects specifically and a number of others more generally work on the development of information, guidance and counselling services in adult education. The projects are spread over the country. They vary according to size and form of local government (towns, regions, metropolitan area). They vary in the solutions they try to work out in the development of the respective services. The towns and regions are:

- Maastricht (south)
- Hengelo (east)
- Purmerend (north-west)
- region of East Groningen (north-east)
- Den Haag (metropolitan area, west)

Representatives of these projects meet regularly with representatives of the comprehensive planning projects and provincial support units in a national project of educational networks. This project forms part of the above mentioned co-ordinating body for priority areas in adult education. Together with the prolongation and extension of open school-work it deals mainly with structural and organisational problems, whereas the other three areas deal mainly with programme development (which is also a feature of open school). The other projects have a more stimulating character, whereas the network project and to a lesser extent open school have an experimental and developmental character.

A number of marginal notes has to be made to further illustrate the nature of these projects:

a. the projects are in their very beginning. Only recently personnel has been attracted for the specific purpose of developing the services.

b. The projects follow from earlier activity in the spheres of adult education planning and programming in the context of the above mentioned decentralisation process initiated by the Ministry of Culture, Recreation and Social Work.

This means that second chance education (credit courses) and labour market training institutions tend to be under-represented in the local project committees. Also a clear picture of the specific meaning and scope of information, guidance and counselling like expressed in English, German and Swedish reports is still lacking. Readiness to work on these topics comes for a large part also because of invitations from the former network committee and next central government.

On the other hand, important groundwork has been done to eventually make assessment and advocacy functions of guidance and counselling successful.

c. Also due to central government's guidelines stated in subsidy conditions, emphasis is laid on stimulating existing activities in existing institutions (internal counselling) and fostering co-ordination rather than establish special services (external counselling). However, the scheme does not prevent local authorities or co-operative bodies on local level to set up external services. In fact a questionnaire arranged by the central departments in order to receive regular reports for policy-conclusions asks if the local projects see a need for the establishment of such services.

d. Resources for the projects are limited. In general, there is room to appoint only one specialist to do all the work. Needless to say, that they have to limit their efforts. If special services will the outcome they almost by definition will be understaffed. On the other hand, because of their linking to planning and programming maybe resources will be found elsewhere when locally enough recognition grows of the importance of the services. In any case there is a guarantee, that discussion about problems of theory, organisation and practice will continue. In this respect it might be important to note than central government also pays for a support-function provided by the NCVO. Staff is appointed to help the projects clarify goals, work out theory, implement ideas and evaluate project results.

e. Attached to the notion of establishing information, guidance and counselling services the indicated projects also work on animation, community education, recruitment methods, etc. Already the Committee on Local Educational Networks described animation, information and counselling as related functions. According to this view in order to reach out to and accompany adult learners who have little previous experience, these functions must be developed together.

f. Although the idea of information, guidance and counselling is as yet not widespread in the field of adult education, information and guidance-services for school leavers and those who are looking for jobs are fairly well established in the Netherlands. Large schools have specially nominated tutors or teachers who devote some hours of their job to this work. All over the country the Ministry of Social Affairs pays jobcentres where both employers and employees can come for help. These jobcentres have divisions for guidance and counselling and more often than not rather well developed information banks

Obviously educational opportunities take an important place in mediating for jobs.

Apart from counselling sections in the jobcentres one finds scattered over the country a number of private school and job choice bureaus, also paid by the Ministry of Social Affairs. Although both the sections of the jobcentres and the private bureaus work under rigid subsidy rules and the private bureaus are 90% youth-oriented it is a serious option to expand their tasks toward adult education.

g. Looking to the foregoing points, it is clear that there are structural problems, which will not be easy to overcome. Already questions have arisen where staff for particular projects has to be attacked. It can be the municipal authority. It can be an association or foundation especially created for formalising co-operation between providers of adult education programmes.

It can be the jobcentres or the private bureaus. The public library is another option or general citizen advice bureaus. Possibilities are numerous.

h. Debate is going on, if newly created "educational centres for adults" will be a solution. Not only information, guidance and counselling, but also implementation of new programmes like for open school, literacy, ethnic minorities, prepensioning bring in newly specialised workers, who do not work for one particular institution but rather for some form of joint venture. Typically these co-operations take place between organisations with different subsidy rules, different ministries, who are responsible for them, different styles of teaching, etc. For this reason the employer for these workers is often not clear from the outset. Provisional measures have been taken. But with the growth of a number of such personnel the question of more structural solutions becomes more pressing.

i. Open school projects have to be specially mentioned. Principally open school is meant to introduce new curricula in existing institutions. Co-operation between organisations of different backgrounds is usually a condition. Therefore the question of structure arises just as in the case of information, guidance and counselling services. Moreover, as open school is designed for people with little previous learning experience questions of recruitment, assessment and guidance are central. After open school follow-up will be wanted. Information and counselling will be needed. Therefore study of open school development likely will go parallel with study of network development. The specially indicated projects for animation, information, guidance and counselling will act as "spearpoints" in an innovation process, whereas planning projects, open school and to a lesser extent other projects and spontaneous developments will be considered with regards to possible contributions.

4. Concluding remarks

Like in other countries in the Netherlands there is a growing recognition of the need and interest in the possibilities of information, guidance and counselling in adult education. Because of central government's interest the concept of support-functions for the non participants and newly starting

learners will probably become more widely accepted. New ways of reaching people outside the traditional tools of printed paper will be tested. Local radio and television, information banks, computer-involvement, market stalls, mobile caravans, are examples. Existing activities likely will get more co-ordinated and labelled as internal and external information and counselling services. Hopefully these activities will influence planning and programming in the direction of meeting learners' needs. There are, however, complicated structural problems. Moreover, the economic climate is not favourable for increased government expenditure. Growing unemployment and increasing demand will be driving forces in the direction of some form of more comprehensive provision of information and counselling service.

The network project will be continued until the end of 1983. By that time conclusions must have been drawn on a more definite policy about information, guidance and counselling.

E. THE SITUATION IN PORTUGAL, by Maria J E S Bustorff Silva

1. Until recently, adult education in Portugal has been characterised by the lack of a suitable policy, failure to provide the minimum resources necessary for the development of plans for permanent education, the lack of staff specialising in teaching adults, and by a limited ability to respond to the growing needs in this field. Despite the efforts of recent years, we still have one of the highest illiteracy rates in Europe (overall average of 23%), while the number of adults attending secondary school level evening classes where the minimum educational requirements recommended by the Council of Europe are not respected is very high (an estimated figure of 90,000 in 1976).

As a rule, adult workers wanting to obtain a certificate of post-primary level study have to enrol in a preparatory or secondary school, where they follow courses given by teachers who are not specialists in adult education; the content of these courses differs little from those used for children in school.

In addition, the structure of the curriculum at preparatory and secondary level - in general, without taking account of the very marked regional differences which exist, particularly between rural and urban areas - is the same for ordinary pupils and adults, and the type of assessment carried out is non-continuous, summary and selective.

The number of pupils in a class is directly related to the physical size of the rooms available (30-35 pupils), and no time is allowed for counselling and guiding pupils - which makes it impossible to individualise the learning process and produces a very high school drop-out rate and an extremely worrying cost/effectiveness ratio.

2. General education and specific vocational training for adults in Portugal are dispensed by various bodies (mainly ministries and firms), among which there is a very obvious lack of co-ordination which is particularly noticeable at the level of fundamental ideas and implementing guidelines and policy measures, and at the level of checking and assessing projects, despite the means of co-operation previously mentioned.

3. As for the aim of this seminar, structures have been set up - not that they are necessarily operational and effective - only at the level of the Ministry of Labour, which has "vocational counsellors" (who are responsible for vocational selection and guidance) in all districts.

As for the Ministry of Education, there is no structure to provide adults with information, guidance and counselling, although the General Directorate of Permanent Education (now called the General Directorate for Adult Education), which drew up the 1979 National Plan for Literacy and Basic Education of Adults (PNAEBA), the educational aspects of which included concern for this area, although not always in sufficiently explicit terms.

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The Institute for Vocational Guidance, closely linked with the Ministry for Education (and based on school and vocational guidance) deals only with the needs of students in terms of compulsory schooling or, in an unsystematic way, to specific cases where it is asked to advise on an individual's school and/or professional vocation, and to counsel young people (mostly at pre-university level).

4. The Portuguese Parliamentary Assembly's recent approval in general terms of the PNAEBA has provided the country with a set of references and general standards for a systematic approach to the problems of adult education.

The problems raised by the plan (particularly in its sections on characterising the situation and prospects and conditions for action), as well as its aims and guidelines in terms of planning and education, can for the provision of information to motivate adults for their personal advancement and cultural and socio-economic development, and of guidance and counselling as a "bridge" between school and work and even of counselling for school drop-outs.

5. In dealing with the PNAEBA we should mention the development of some programmes which, in their implementation, will raise, in the short term, the need to take account of the field of information, guidance and counselling of adults. This is the case of the integrated regional projects in Braga and Mogadouro, where the accent is mainly on regional and local development based on an integrated approach involving not only the Ministry for Education and its structures at district level but also the Ministries for Social Affairs (Secretariat of State for Health), Labour (Secretariat of State for Employment), Agriculture and Fisheries, and Housing and Public Works, as well as local authorities.

We should also mention the development, starting in February 1980 (with the publication of Decree No. 21/80 by the Secretary of State for Education), of a programme based on recurrent education for adults.

With this programme, we are envisaging setting up one or two models in Portugal based on a policy for permanent education which stresses the connection between school, work and the community, and in fact constitutes a more effective alternative than that offered by the school system to date, since it is more suited to the needs of Portuguese adults and has a fairly high degree of flexibility.

The sub-system of recurrent adult education, by aiming at each citizen's individual educational possibilities, should necessarily count, among its basic structural components, on information, guidance and counselling services. We feel that in setting them up we will be able to make much use of the recommendations arising out of the seminar which is to be held from 22 to 24 September 1981, organised by the Council of Europe in conjunction with the Federal Republic of Germany.

F. THE SITUATION IN SPAIN, by José Camacho Muñoz

I. The legal framework

The 1970 General Education Act (which covers the whole of education in Spain) states in the preamble that:

> "Among the objectives proposed by this Act, the following points are particularly important: to give the entire population of Spain the benefit of education, ... to complete general education by specific preparation offering the individual new vocational possibilities to provide equal educational opportunity for all with no restrictions other than those of learning ability, ... at the same time as developing a wide range of possibilities for permanent education in close relation to the needs occasioned by the country's economic and social development".

Chapter I provides that:

> "The educational system shall ensure the unity of the educational process and facilitate its lifelong continuity in order to satisfy the requirements of permanent education which present-day society implies".

Permanent education is not only mentioned in a few generalisations in the preamble and general provisions; an entire chapter is devoted to it, providing for the regulation of this type of education, the particular centres which can or must provide it, its planning, content, methods, curricula and supervision.

On the basis of the General Education Act, a number of subsidiary statutory provisions have been issued for the purpose of making adult education more effective. These include:

A. The Ministerial Order of September 1972 regulating adult education equivalent to primary education. It specifies the centres for this type of education, defines the standards for continuous assessment of students and the final examination, enabling the adult to obtain the certificate equivalent to the "Graduado Escolar", ie the certificate of primary education.

B. In the same year, 1972, another ministerial order provided for equivalence between certain types of adult education and the first level of Spanish vocational training.

C. In July 1973, a ministerial order was issued establishing the provisional curriculum for adult permanent education and stipulating that the material and human resources of the national literacy campaign would henceforth be used to develop this programme.

D. Lastly, the Order of February 1974 set teaching guidelines for adult permanent education at the level of primary education.

These guidelines currently govern all teaching activities of this type.

The aims defined in the order include:

- academic advancement, which implies various cultural perspectives;
- vocational advancement which will depend on employment policy and the specific needs of employers as well as the interests and abilities of the adults concerned;
- personal advancement, with a view to individual enrichment and the occupation of leisure time;
- social advancement through participation in activities as a function of compromises with social reality.

Adult education is divided into three stages, intended to provide the objectives, content and activities best suited to each level and to be sufficiently flexible and dynamic to meet the needs of all students. These stages are as follows:

- first stage: education for adults with little or no knowledge or mastery of basic skills;
- second stage: for adults who possess the basic skills but need to learn to make practical use of them;
- third stage: to achieve the training and information objectives of the final classes of primary education and to obtain the corresponding certificate testifying to achievement of this level.

A system of continuous assessment will make it possible to follow the student's progress.

II. Adult education centres

Adult education centres may equally well be public or private; they may be separate centres or they may use the premises of other public education establishments.

These teaching centres may be classified according to size:

A. permanent education centres, operating on a full-time basis, offering a wide range of options with a corresponding teaching staff;

B. permanent education groups which, owing to the smaller number of students, are not as elaborately organised as the permanent adult education centres;

C. adult permanent education classes organised for a small number of pupils, connected to a centre or a group.

III. Other adult education facilities

Apart from the centres mentioned in the preceding section, there are other ways of organising adult education activities.

We are referring here to distance studies, a method which makes use of the mass media and includes:

A. the National Distance Studies University;

B. the National Distance Studies Baccalaureate Institute;

C. the National Centre for Distance Studies in Primary Education.

These centres are intended for use by children of school age who are unable to attend school in the ordinary way, or by adults who have not been able to reach the level of basic schooling.

Another method is evening classes for following studies at secondary education level, intended for people who are unable to attend daytime classes, for professional or other reasons.

The use of radio and television as a special teaching aid in adult education has not been developed in Spain as much as was hoped, but several radio stations broadcast programmes for people preparing for the certificate corresponding to primary school education.

We should also mention the progressive introduction of education for Spanish emigrants in other countries, particularly in France, where the Cultural Office of the Spanish Embassy has set up a network of courses in adult education in the main areas of emigrant concentration.

IV. Present situation

We are able to say that since 1970 there has been a significant increase in the facilities made available for adult education by the literacy campaign and by vocational retraining courses.

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Teaching content and materials are being improved from the methodological point of view. New centres have been created and a series of experimental centres are being set up in the regions with the greatest need; the results are assessed, making it possible to set up new centres throughout Spain which will benefit from the accumulated experience, the conclusions of various working seminars, the planning by Department of Permanent Education inspectors who are responsible at regional level for concertation with bodies contributing to adult education (army, radio stations, etc), further training for instructors and teachers, and other activities of the same kind.

In addition to the primary education curriculum, the adult permanent education centres offer, as far as they are able, a wide range of optional additional courses in vocational, artistic or cultural subjects.

The centres are equipped with teaching materials, audiovisual resources, libraries, etc. Their numbers have grown, with either official or private backing. Certain local bodies such as municipal authorities, neighbourhood associations, citizens' associations, religious associations, cultural associations, companies, etc play an important role in this respect. Some centres, apart from their specific role, become meeting places for the cultural life of an area, town, etc.

The result is not as positive as one could hope, since there has not been sufficient development to satisfy the demands of present-day society with all its unsolved problems, owing to the temporary nature of some centres, the search for suitable premises, a lack of staff, problems in training teaching staff, the irregularity and lack of economic resources, etc.

However, to compensate for these deficiencies we are able to count on the desire for change which is emerging at the moment in Spanish society, the desire for access to culture, participation in social and cultural life, and the growing importance of the many associations, local authorities and independent communities which provide the added impetus of general participation in the cultural life of these communities.

G. THE SITUATION IN SWEDEN, by Thorbjoern Levin

1. The development of SYO (Guidance to studies and careers) in Sweden

Swedish society and educational system within which SYO (1) has been developed has changed rapidly and radically for the last thirty years. Accordingly the Swedish SYO-system - guidance to and information about study opportunities and careers - has changed and expanded. The rate of change increased after 1972 when experiments with the new SYO-organisation were begun.

Society has gone through a thorough change due to rapid development of technology and as a consequence gradual changes of conditions on the labour market, new production methods, altered life conditions and a national economy different from that of earlier periods. Industrial boom in the fifties and sixties was succeeded by a slower economic growth. Since 1970 young people and certain groups of adults have found it difficult to enter the labour market. Youth unemployment in Sweden has grown by 45% in the seventies.

The past and on-going rather radical structural changes in working life blur the picture for people - young and old - who are trying to make plans for the future in terms of studies and careers. The increasing work specialisationin most fields of industry and the beginning of computerisation in most production and administration processes alienate workers at all levels from the final product. Anyone entering or re-entering the labour market or in the process of retraining will find it difficult to take out bearings for lack of global overview and reliable prognosis.

SYO in Sweden is expected to play an active role in the process of decision-making in these matters on the part of the individual. It is supposed to stimulate self-activity and self-analysis. It is to provide the individual with widened perspectives rather than deal with passive dissemination of neutral information. It is to counteract factors which limit the scope of choice regarding studies and careers.

The choice made by the individual is looked on as a process - a series of decisions to be made before and during the educational period and with certain careers in view - not as one single irrevocable decision to be made at a certain point of time within the educational system.

This demands for close co-operation both with the educational organisations and industry on the part of the SYO body.

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(1) Literally SYO translates study and vocational orientation.

2. SYO in adult education

Experiments with SYO adapted to the special needs of adults either entering or re-entering the labour market or in the process of retraining have been carried out within the various forms of adult education in Sweden. This is a summary of experiences gained within a few development projects.

2.1 Shared SYO

SYO shared by many different adult education organisers has been the object of some projects. Two development projects with slightly different objectives and methods (the so-called SYOVUX and SAMSYO Projects) have attempted to let organisers of different kinds within a municipality share a common SYO-function. According to final project reports a shared SYO-function does not exclude guidance work and counselling on the part of the individual organiser. Reports also state the need for a shared SYO-function besides what aid is provided by the individual organiser.

2.2 SYO in municipal adult education

Many educational reforms, eg new roads to higher education and the legal right of leave of absence for studies, have increased the demand for up-to-date and relevant careers information both from students and the general public.

Careers officers have had to learn to handle new areas of information, eg adult student welfare and economy.

Government funds for special purposes may be used by the LEA's also to finance local SYO-agencies or officers. Surveys show that half the number of municipalities in Sweden have made use of this possibility. A survey made by the SYOVUX Project shows that most municipal careers officers (or SYO advisers as they are called) have received professional training, are employed for limited work hours per week, have both counselling and working life experience and devote most of their time to counselling prospective students.

Frequent work tasks stated are individual counselling, administrative chores, dissemination of study and labour market information, student social welfare matters etc.

Officers would like - they state - to devote more time to group counselling, group guidance and outreach activities and less to student welfare and administration.

Results are confirmed by other, similar surveys.

2.3 SYO in folk high schools

At a folk high school the responsibility for SYO activities rests with the board of the school. There are government allocations for this purpose. According to rules a limited number of teacher hours may be converted into SYO funds for supportive action. Furthermore vocational counsellors of local government job agencies often aid schools in these matters. Experimental projects with tutors as SYO advisers for integrated guidance and information have been started at certain schools.

Although a majority of schools have an SYO programme few schools have their own careers officers. Organised contacts with industry or institutions are scarce.

3. Recommendations and proposed changes

On the basis of gained experience the National Swedish Board of Education (SO) has made the following recommendations and proposed (to the government) the following changes to be made.

New target groups for adult education (eg women wanting to re-enter the labour market, new immigrants with special needs and young unemployed adults) have increased the need for SYO to adults. SYO is a necessity for anyone wanting adequate information about study opportunities and prospective careers. SYO is needed both for students and students-to-be. SYO should be kept separated from out-reach activities directed at priority groups but should be part of such integrated activities. In the same way SYO should be made available continuously both to prospective adult students in the general public and to students already within the system. Factors in the study process, conditions on the labour market, personal circumstances etc call for repeated reconsiderations of personal objectives and choices. It is essential that staffing resources are available for contacts with adult education drop-outs to provide support and advice. Guidance and counselling should be given to students and prospective students preferably by officers or agencies with an independent status in relation to study organisers. They should represent experience from working life and industry rather than the educational system.

Municipalities (LEAs should be free to use allocated funds in a flexible way to meet varying demands. The purpose of the proposed resources for a shared SYO function within the municipality must be allowed to vary among the municipalities to the extent that local conditions differ. The proposed allocation should be put at the disposal of the LEA to be used as is seen fit eg together with corresponding resources for the regular youth school. Total funds can then form the basis for staffing policy. When use is made of the resources the interests of the folk high school and the voluntary study associations should be considered.

None of the above-mentioned priority target groups for SYO should be favoured at the expense of other groups.

In this context the extensive out-reach activities carried out by unions and study associations have not been taken into account.

H. a. THE SITUATION IN THE UNITED KINGDOM, by Harold Marks

The development of adult educational information, advice and counselling in the United Kingdom has been surprisingly slow considering that a first specially organised and independent service was established as long ago as 1967. The fact that the establishment of other services meeting adults' needs for guidance in educational matters has been so delayed may be partly due to the peripheral location of the pioneer service in Belfast, where it served Northern Ireland, not generally an area either highly developed or influential in adult and continuing education, and, like Scotland, with an individual public education system. Even knowledge, both of it and of other later imaginative experimental provision, has been only very slowly extended in the characteristically fragmented world of British adult and continuing education. A further reason for the slowness of progress has certainly been shortage of resources. Adult education has usually suffered in this respect since the war despite occasional easier interludes, but it has been increasingly short of funding since 1973 and has suffered severe cuts in the last two years.

It was in 1973 that the government Committee of Adult Education in England and Wales, which had been considering for four years the directions in which it should develop, finally produced what has become known as the "Russell Report" (1). This while not, among its hosts of proposals, recommending the diversion of resources into the creation of a professional diagnostic and counselling element in adult education, did rather coolly advocate the idea of making information and advice about the whole range of adult and continuing education possibilities more widely available. It placed this obligation on area adult education services, provided by local education authorities, which it saw as the pivotal feature of adult education organisation for the future.

The public in the United Kingdom has been historically best served at the lowest level of educational guidance, that of printed information. Prospectuses are the long established means by which adult education has provided information about what is available. Usually still issued by individual institutions about their own provision, they have in recent years shown a considerable improvement in the extent and usefulness of the information they provide. A small but growing minority of local education authorities has seen the value of putting out publications describing all or most of the provision generally available in its area, rather than confining information to what is available in each individual institution. Publishers, commercial and official, have also improved the availability of information by putting out, mainly in rather expensive books which are however available in public libraries, a mass of information especially about higher education provision, primarily intended to serve the needs of a younger age group but also of similar help to adults. The National Institute of Adult Education has also long run an information service for telephone and postal enquirers.

Recent years have also seen some developments in publicity for continuing education courses generally. Exhibitions, showing the courses on offer, and sometimes with some personal advice available, have been mounted jointly by institutions providing for an area. Libraries have been their most usual venue, but there has been experiment too with shops,

market stalls and mobile caravans. Newspaper and local radio publicity for adult education, especially at enrolment time in the autumn, has also grown. The still largely unused potential of television in this respect was illustrated in 1976/7 by the enormous response to a specially devised series of motivating programmes shown by the BBC at peak viewing hours combined with "phone-in" information service about provision for helping adults to acquire literacy skills. Subsequently rather less elaborate efforts to encourage adult education among ethnic minorities have been made through broadcasts in their own languages. Local radio especially has further extended its efforts from the general publicity and the provision of information about what is available to adult students to more personalised advice.

Outside Northern Ireland a small minority of institutions already before the Russell Report provided something more than information or advice on their own course provision. Over the next years a few more made special arrangements of this sort and a few institutions have even appointed staff for the purpose.

A variety of factors have aided developments. The increasing interest in bringing married women whose families have grown up back into continuing education was one of the most influential. This led to the establishment of a number of "fresh start" and "return to education" courses of different patterns, effective running of all of which involved the provision of information and indeed of counselling in relation to continuing education possibilities (2). The value of such services to a wider public than those attending the courses was quickly made clear.

Equally significant was the increasing concern of many workers in adult education to do something to change the widely recognised imbalance in taking advantage of adult education on the part of students from the working classes compared with those from middle class backgrounds. A general desire to meet the need of those termed the "educationally disadvantaged" also had an influence, and they also clearly needed better educational information and guidance services than the more easily recruited adult students.

It seemed to some that such services would be better established independently of specific educational institutions since these were likely to be to some extent rejected as too similar to those which had been responsible for unhappy memories of school. Several such services were brought into being, one of the most extensive being in Wales in 1977. This provision had its origin in the active interest of the open university which played, and continues to play, a particularly important part in the development of adult educational guidance services. Counselling was, from its inception, seen by the open university as particularly important to a university whose students were neither institutionally based in the normal sense nor selected by their previous educational qualifications. Its dealings with its students and its open recruitment policy also brought it into contact with many whose educational needs it saw that it was itself not best suited to satisfy; this led it to an early appreciation of the need for general educational guidance services for adults. The open university has constantly advocated the establishment of such services since 1976 when it published a cogently argued case for educational guidance for adults (3) and in many places it has assisted in their establishment.

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Another important influence towards recognition of the importance of bringing adult educational guidance services into being has been adult literacy education, the development of which has been so notable a feature of British adult education since 1975. The phone-in referral service to which reference has already been made was at the peak of its use dealing with as many as a thousand enquiries a week (4).

The Adult Literacy Campaign has not only vividly illustrated the need of many students for supportive counselling but it has also sharpened appreciation of the extent of ignorance about educational opportunities after school.

Institutional change has also played a part. The growth of a range of institutes of higher education from a basis in the old teacher training colleges has affected the development of guidance services. These new colleges provide a variety of degree and diploma courses in a wide range of subjects, sometimes in novel patterns. Not only did they feel the need to make their role in the system of higher education clear but, with the decline in numbers needing teacher training, they had at first some spare resources part of which could occasionally be devoted to educational advisory work with adults. Other institutions managed to find modest sources of finance from their own resources, and some local education authorities, as well as the open university, specifically devoted sums from their limited budgets to this particular development.

A number of schemes as a matter of principle made use and sometimes considerable use of volunteers to give information and advice. The major source of finance, particularly for the larger and more comprehensive independent provisions came however not from educational funds but, like a high proportion of the most interesting social and community developments in the United Kingdom in the years 1976 to 1979, from those made available, through the Manpower Services Commission, for the creation of jobs to relieve unemployment.

The strands added to the network of advisory services by some radio stations have already been mentioned. As part of their general effort to improve their service to their local community some developed helping services providing phone-in connections and these in some cases included specialist advice as well as information about adult education. Their experience further illustrated not only the demand for help and advice on what is available, but also the possibilities of reaching a new clientele through the media.

Some community organisations serving special groups, particularly those suffering from some form of disability, also attempted to supply advice on educational possibilities amongst their other services; one had been established since 1975 specifically to forward the education of those leaving prison together with others on probation.

Since 1973 local education authority careers advisory services have been empowered to serve anyone approaching them as well as the pupils leaving schools to whom their original responsibility was confined. Some have appointed officers specialising in this work with older persons which has inevitably included information and advice on education and training as part of career orientation. Some similar interest and activity has developed within the Manpower Services Commission as the government agency primarily concerned with forwarding employment and providing training, but its occupational guidance units, originally established in 1966 and recently developing more interest and expertise in matters of adult education have

been closed in the latest round of economies. One institution-based guidance service originated from a service established to give information on course vacancies nationally to students seeking places in higher education. Another is combined with a learning exchange register. Public libraries and citizens advice bureaux have been other agencies associated with further schemes intended to assist and inform adults about educational opportunities.

If the number and variety of agencies attempting to provide information and other assistance to adults about the possibilities of continuing their education in the late 70s illustrates a widespread recognition of need and interest in the possibilities, the extent of provision must not be exaggerated. It remains scattered and inadequate. In all, under twenty special schemes based in educational institutions or serving an area through a newly created organisation and providing educational guidance for adults, were at work by 1979 and they serve a limited number of clients, mainly in some of the larger towns. Experience was however sufficiently encouraging to lead the Advisory Council for Adult and Continuing Education which was set up at the beginning of 1978, to establish a working party on the subject, the report of which was published at the end of 1979 (5). As well as providing the first systematic review of existing provision the Advisory Council's report detailed the various functions which an adult educational guidance service must fulfil.

In addition to providing information about available provision, a comprehensive service should, the report stated, help to relate it to the needs of individuals by offering personal assessment, helping potential students to articulate their needs through counselling, and offer them critical advice about the different courses available. It must attempt then to help individuals to implement their choices, when necessary with assistance through what it describes as the too often daunting bureaucratic entry procedures, and, though the point is not stressed in the report, help them to appreciate the financial problems involved by their plans and the ways open to them to secure resources.

Adequate help with the implementation of choice would also involve advocacy in the sense of pressing change on the system to meet individual needs. A further important function of the guidance service would be feed-back, helping the continuing education provision generally, which tends so often to follow well-worn paths, to be increasingly responsive to newly-discovered needs. No mention is made of a further essential component of a comprehensive guidance service, the continued supportive counselling which many students, especially the less practised, need; this may be because this should be part of the teaching function; school guidance experience suggests however that a provision separate from the responsibility for course teaching is often necessary.

The report stresses the importance of developing guidance services for all while the information available about continuing education available to adults is, as at present, so fragmented and partial. If all need help however, the claims of the less privileged and those who for various reasons find it particularly difficult to make use of the facilities for continuing

education are seen as especially important. Stress is laid on the economy of what is proposed: "The development of effective guidance services should not be seen as a further call on limited resources but as a way to greater cost effectiveness in the future".

The report advocates the continued development of the adult educational guidance work of a variety of agencies. No universal pattern of provision is advocated: this it says would be premature. In general a linked chain of organisations providing guidance is envisaged, some but not all institution-based, and with some professional guidance personnel employed. The report looks to the local education authorities to provide financial support, and asks for co-operation and coherent planning in each area between the various agencies which are already and which could play a useful part, including the services concerned primarily with careers guidance.

The report also proposes the establishment of a small central agency. Over an experimental period of three years this would encourage and monitor local developments, collect and disseminate information needed by those doing guidance work. It would also provide advice for those setting up schemes together with training for personnel. The cost of the agency and its activities would be of the order of £200,000 per annum at 1979 prices.

At the time of writing, September 1980, no indication has as yet been published of the intention of central government in relation to the proposals which have been criticised by some as underestimating the cost-benefit deriving from adult educational guidance and also as too modest, and as too indefinite. In the present economic climate the auguries for increased central expenditure do not look favourable. A very few new local area guidance services have however been brought into existence since the publication of the report, some on the co-operative lines it envisages. Some have also gone out of existence. Others, in the words of one organisation commenting on the report, have continued their "precarious but stubborn survival" (6).

In the meantime discussion about problems of theory, organisation and practice continues (7). If a network including every agency willing to play a part suits, for practical and financial reasons, the present situation in Great Britain, the comparative merits of all the participants in the service still deserve careful consideration, as do the modes of co-operation between them. There is discussion of the relative merits of institutionally based and independent services and also of the value of services which are part, not of adult education provision but of general educational guidance services for parents for which there is increasing demand. One newly established service will be of this type. Some concerned advocate the development of career guidance services to take responsibility for adult educational guidance also, some going on to suggest that such services would be best organised to cover the whole age range including school pupils. Others look to the development of adult educational guidance as an aspect of a general guidance and information service needed in an increasingly complex and problem-ridden society. Controversy seems now to be less active over the desirability of using volunteers in adult educational guidance, doubtless mainly because of the financial climate. There is of course great interest still in the problems involved in the use of computerised storage and guidance systems, in which some experimental developments are under way.

There can be no doubt that the developments of the last thirteen years will lead in time to the establishment in some form, of a much more comprehensive and effective provision of adult educational guidance in the United Kingdom. Growing unemployment and the recognition of the impact on adult education and also of the ever-increasing pace of technological change, may well prove the major stimuli towards the satisfaction of an already clear need.

(1) Adult education: A Plan for Development. HMSO: London 1973 especially paragraphs 190 and 315.

(2) Hutchinson, Enid and Edward. Learning later: Fresh Horizons in English Adult Education. Routledge, Kegan Paul, 1978.

(3) Open University: Report of the Committee on Continuing Education 1976. This and other major references on the subject are listed and in many cases summarised in Harold Mark's Bibliography of Educational Information Advisory and Counselling Services for Adults in the United Kingdom, published London Association for Continuing Education, 1979.

(4) Details of adult literacy work on the United Kingdom are available in adult literacy: Progress in 1976, and similar publications covering later years. Publication HMSO London.

(5) Advisory Council for Adult and Continuing Education (for England and Wales) "Links to Learning", published 1979.

(6) Association for Recurrent Education, Newsletter 9, December 1979.

(7) The British Journal of Guidance and Counselling. Volume 8, Nos 1 and 2 (January and July 1980) include an important contribution by A G Watts.

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H. b. THE SITUATION IN NORTHERN IRELAND, by Richard Holmes

Background

Northern Ireland with a population of 1.5 m is one of the smallest regions in the EEC. Economically it is a depressed area. The traditional industries of agriculture, textiles, engineering and shipbuilding have declined in some cases in absolute terms and in all cases in terms of their manpower requirements. The development of new industries is made more difficult by a lack of natural resources including the absence of any primary energy resource; geographical position (an island behind an island) and, during the last twelve years, the effect on potential investors from outside the province of media coverage of civil disturbances. The net result is that although there have been some significant successes in developing new industries, unemployment has always been a major problem and during the last couple of years has been greatly aggravated by the effects of the worldwide recession. Overall male unemployment in Northern Ireland is now 23% but in the worst areas which include towns such as Dungannon and Strabane it is over 45%.

In contrast to the economic base, public services in Northern Ireland including the Education Service, compare favourably in extent and quality with any other region of the EEC. This is made possible by a subvention from the rest of the United Kingdom which is currently running at £1,000m per annum. This is added to the £1,500m per annum attributable to tax revenue from within Northern Ireland giving central government a current spending capability of £2,500m per annum in the province.

One effect of the economic conditions in Northern Ireland has been to heighten awareness of the importance of education and training amongst large sections of the population and within government. To many individuals education/training is seen to be essential if one is to obtain employment or secure promotion in a highly competitive market whilst government regards a well-educated and versatile labour force as the main asset underlining the hopes for economic development. Conversely there is also a substantial sector, often characterised by long-term unemployment and comparable to socially disadvantaged groups elsewhere in the EEC, in which awareness of the importance of education is at a low level, but whose needs in terms of adult basic education, coping skills and elementary vocational training are particularly acute.

Within Northern Ireland there is a central government Department of Education, five statutory area education and library boards which are financed 100% by central government and a substantial voluntary sector. Voluntary schools receive grant-aid of 85% of approved capital costs and 100% of recurrent costs from central government whilst many other voluntary organisations including the Workers Educational Association and voluntary youth clubs receive substantial government grants which on some items, such as salaries, may be up to 100% of actual costs.

In Northern Ireland there are two universities, one polytechnic, twenty-six colleges of further education (controlled by area education and library boards), and two hundred and sixty secondary schools catering for the 11-18 year-old age range (43% are controlled by the area education and library boards and 57% are voluntary institutions).

Adult educational guidance

On 31 July 1981 the Secretary of State for Northern Ireland declared in the House of Commons, Westminster that educational guidance for adults was an important part of the education service. He was replying to a question about the government's response to the recommendations contained in the report of an official government enquiry into adult educational guidance in Northern Ireland (the Jackson Report).

The enquiry team noted that institutions of further and higher education in Northern Ireland have always been very much concerned with personal and career counselling for their own students and that technical colleges in particular have been willing to advise other adults who contemplated continuance or resumption of their education. They noted also that the extent of such counselling is developing with the appointment and training of counsellors within institutions and with increasing recognition of the counselling role of teachers generally. Such counselling, however, is predominantly concerned with those whose educational needs are already largely defined. The concern of the enquiry team was for those individuals who, for whatever reason, are outside the education system.

Within Northern Ireland there are three services seeking to cater for such individuals. These are:

a. Educational Guidance Service for Adults

The Educational Guidance Service for Adults (EGSA) was set up as a voluntary scheme in 1967 financed by charitable trusts. Once the need for the service had been established the trusts withdrew and responsibility for financial support was accepted by the Department of Education for Northern Ireland. EGSA was one of the first European attempts to set up an independent educational guidance service exclusively for adults and it has had considerable influence on the pattern of similar services established elsewhere in recent years, mainly because of the high regard for the pioneering work of its organiser. In the fourteen years since its inception EGSA has counselled over 6,000 clients and has also handled a very large number of comparatively straightforward requests for information. It has operated for most of its time with the staff comprising an organiser/counsellor, secretary/receptionist and a part-time psychologist working on a sessional basis.

EGSA makes available professional guidance and information on further education, training and qualifications required by men and women over the age of nineteen who are anxious to embark on a new career or to improve their existing career prospects or wish to develop their educational potential for personal fulfilment. There are two main aspects of the work, information and individual counselling. The service collects and keeps up-to-date information on a wide range of further education and training courses and subsequent careers and has become an important centre for information on all aspects of adult education.

Clients are seen by appointment and are asked to complete an assessment form giving details of their educational background. This also has a section consisting of questions designed to help in self-analysis so that they start thinking about themselves in relation to future educational possibilities. The first interview generally lasts from half an hour to an hour. The information on the form is used as a basis for discussion between client and counsellor about motivation, aspirations and limitations in relation to educational possibilities. Confidentiality is stressed throughout.

On some occasions one interview is sufficient to resolve a problem or to find a way forward. Some people simply require accurate information and can continue from there, but others who may not have foreseen difficulties begin to realise that they do exist. Usually there are several follow-up interviews and some need regular counselling over a period or have to be "seen through" what may be a lengthy period of study. Some with learning or study difficulties also need regular help as do many others with personal or domestic problems which can make sustained effort difficult and who come for reinforcement and encouragement in their efforts to reach their goals.

About one third of EGSA's clients are tested each year by the consultant psychologist on their staff. These tests are used principally to assess academic potential, individual abilities, particular difficulties, etc. In some cases clients are found to be in need of clinical help and these are referred to appropriate agencies.

In addition to its own psychologist EGSA has a close working relationship with social workers, psychiatrists, psychologists and church workers.

b. Vocational Guidance Unit

The Vocational Guidance Unit (VGU) was established by the Northern Ireland Government Department of Manpower Services shortly after EGSA. Although its main concern is with the guidance of its clients on the matter of vocational choice, this must be associated in a great many cases with appropriate educational advice. The staff must, therefore, be able to draw on accurate and up-to-date information about the relevant educational qualifications for specific occupations and the opportunities for providing them.

Many of its initial interviews are with clients referred by government employment offices, but at least as many are with clients who have approached the Unit directly as the result of information obtained from public advertisements.

VGU has dealt with new clients at about the same rate as EGSA has maintained. It has three civil servants in posts selected from staff with wide experience in the employment field who are given training in interviewing and counselling techniques. The VGU also draws freely on the services of two occupational psychologists employed by the Department of Manpower Services and has the additional support of the department's Careers Information Unit.

Although they are based in Belfast, the staff of VGU are able to see clients in local employment offices throughout Northern Ireland. Its clients are all over eighteen years of age with about 50% being over twenty-five years. Men outnumber women by almost four to one and only about 20% of the women clients are married. More than 70% of clients have been unemployed at the time of their initial interview.

c. The Northern Ireland Further Education Guidance Service

The Northern Ireland Further Education Guidance Service (NIFEGS) was established by the Belfast Education and Library Board in 1977 at the request of the Department of Education. NIFEGS has a staff of one professional counsellor with clerical and secretarial support. The service is under the administrative control of a senior education officer, but its detailed planning and conduct is entirely the responsibility of the organiser. It does not exclude applications from people below the age of eighteen, but since its inception nearly 90% of its clients have been over nineteen years of age. Like EGSA it is dealing with about five hundred new clients per annum as well as a continuing flow of written, telephone and "over the counter" requests for information. About 55% of its clients are women and the proportion seems to be rising. As with EGSA a number of its clients require support for a lengthy period.

The Jackson Report noted that although all three services operate independently there is no element of competition between them as together they are only scratching the surface of need. A major source of weakness, however, is the dependence of two of the services, EGSA and NIFEGS, on one full-time counsellor and a priority, when government finances permit, will be to provide for two full-time counsellors in each organisation.

At present adult educational guidance in Northern Ireland is not reaching large numbers of the educationally disadvantaged. Existing services are aware of the need for outreach and of the need to experiment with means of improving the service, but at present resources are not available. The Jackson Report recommended a fourfold increase in present provision within a five-year period, but it is unlikely that there will be sufficient funds available to do this.

The government has accepted, however, that there is a continuing role for both voluntary and statutory agencies and is implementing one of the main recommendations in the Jackson Report. Within Northern Ireland there is already a Council for Continuing Education which includes representatives from all the main providers of adult education including the institutions of further and higher education, the museums, the Arts Council, the Public Library Service and the broadcasting companies. The council has been asked to set up a committee to advise on the co-ordination and development of adult educational guidance; to advise on priorities; to consider experimental approaches and, as almost its first task, to investigate the setting up of a centralised information base. At present each service is having to devote an undue amount of time to maintaining its own records of available courses, etc.

An additional function of adult educational guidance services is to make information available to the providers of adult education on unmet needs in terms both of courses and of approach. Within Northern Ireland, however, this is and will remain a relatively minor function for adult educational guidance services because, due to the small size of Northern Ireland, there is already a very close inter-relationship between government departments, providers and the numerous voluntary organisations and community groups active throughout the province.

VI. RESULTS OF THE WORKING GROUPS

1. Report by Group A

Rapporteur: J GIFFARD

This report is arranged under the following five themes:

- guidance as a structural element in the educational system;
- the diversity of guidance tasks requires a precise definition of objectives and functions;
- professionalisation is a necessity;
- the way services are organised will vary according to its stage of development in the various countries;
- informing politicians is a task with which the Council of Europe can help.

Guidance is an important structural element in any education system. It contributes to its development and adaptation at every level.

The group endorsed this proposal, taking into account two ideas which can be expressed as follows:

- Any educational system, even the best, does not fulfil its duty unless it makes every effort to become integrated in social and professional life, and guidance is vital in achieving a balance between supply and demand for training within an educational system;
- this guidance function operates at every level, for school pupils, students and adults, in both general education and vocational training. The only variation is in the way guidance is arranged for different target publics: guidance may be systematic for school pupils, but reaching all adults - particularly the most disadvantaged - is more difficult; an example of this is the current experimentation in Italy with techniques for approaching target-groups of young adults who cannot readily be detected.

The functions of guidance are extremely varied, and institutions providing guidance must be given well-defined objectives and terms of reference.

The extreme diversity of adult publics makes it necessary to use varied techniques, ranging from merely supplying documentation, or providing groups or individuals with information, to helping individuals to become aware of their motivations and draw up personal plans (1).

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(1) Examples of this are the following activities: information, help in providing guidance, improving educational provision.

It is probable that priorities will need to be established among objectives and functions that differences in the stages of development in education (in particular concerning adult education) among member countries will affect the choice of these priorities: for instance, Portugal with an illiteracy level of 23% has quite different problems from the Federal Republic of Germany, where the underprivileged account for an estimated 2-3% of the population. On the other hand, the fact that there are unemployed adults in each country could lead them all to focus on this field and give greater importance to vocational guidance.

The importance and specific nature of the functions to be performed require professionalisation

Unanimous agreement of the group on this point.

However, the question remains, particularly in the field of adult education, of how to link up the functions of guidance and teaching staff: while it is obvious that these functions complement each other, it will no doubt be necessary in practice to ensure that they are jointly harnessed to problems needing to be solved:

- mutual recognition of the specific nature of the task of each type of staff;

- joint analysis of the problem raised by a particular public to be trained and the concerted distribution of roles could prevent conflict situations from arising.

In terms of the operation of the institution, guidance personnel should contribute to adapting educational provision to the needs which they will have detected both in their contacts with adults requesting training and through their knowledge of the socio-economic environment.

The way guidance is organised will vary according to its stage of development in the member countries.

The group first stressed the importance which it attached to the design and setting up of a coherent guidance system in terms of both structural conditions and administrative and financial conditions for carrying out the project.

In particular, it felt that the guidance system should be designed to take into account two basic facts in adult education:

- the analysis of adults' educational needs should determine the nature of provision and the educational organisation of structures to be set up,

- educational intervention and consequently guidance, which is one of its elements, must be extended down to local level in order to be effective.

On the other hand, discussion in the group seems to have left open the question of the degree of specialisation in the services offered: while some countries such as the Federal Republic of Germany seem to have opted for a high degree of specialisation, others such as France take a more integrated view of the function of guidance.

At any event, it would not be possible to recommend a rigid model for organisation.

Politicians in the member countries should be made of the problem, particularly through the Council of Europe.

The group tried to define the strategic and tactical way of making politicians aware of the situation:

- it agreed that they should be presented with concrete proposals and expressed the wish that arguments in favour of guidance should be drawn up in the clearest possible way;

- it considered that it was necessary to support this argument by listing the problems currently facing policy-makers: rising unemployment, marginal populations, the need to raise the level of professional qualifications.

On this point, the group urged that the Council of Europe's Project on Guidance and Adult Education should go ahead and that the recommendations made at the end of the seminar should be distributed widely in member countries.

In this respect, it was for the Council of Europe to do all it could to have decisions made at national level which would commit those responsible in government.

Finally, it felt that one effective way of making people aware of the situation lay in the development of exchanges between member countries of information on experiments.

Proposed recommendations

The group submits to the Council of Europe the following recommendations:

It urges that:

- guidance should be recognised as an alement in every educational system, including adult education;

- in view of their variety and specific nature, the functions of guidance should be entrusted to specialist personnel;

- particularly in the field of adult education, the organisation of guidance and its structures should be determined by the needs of the target publics concerned.

In this respect it stresses the importance which should be given to problems raised by underprivileged adults who normally lie outside the scope of adult education provision.

It therefore calls for:

- the compilation of a descriptive analysis chart of current guidance systems in member countries;

- the organisation of a system of exchanges making it possible to compare and pool results obtained in a group of experiments selected by member countries:

  . the creation of an ad hoc group,

  . the development of an interaction system by means of bilateral or multilateral visits;

- after studying implementation conditions in volunteer countries, its organisation at the same time of a scheme to experiment with specimen guidance structures over a period of two or three years, so as to accumulate information which could be transferred to existing guidance systems;

- consideration by the Council of Europe of the possibility of creating specific means (intervention fund, follow-up and control unit) of encouraging member countries to take into account guidance in adult education.

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2. Report of Group B

Rapporteur: R Holmes

I. The working group began its task by considering whether there would be merit in recommending that the Council of Europe adopt a common definition of adult educational guidance and counselling but concluded that this would be too restrictive as the economic and social environment in individual countries and even regions of individual countries will condition the nature of the service which is required.

II. The working group would, however, recommend that member countries of the Council of Europe should:

a. define the task of educational guidance services in their own country; and where there are regional variations within a country these should also be defined;

b. determine within the remit of educational guidance services in their country an order of priorities for those services whilst retaining the principles that educational guidance should be available to any individual seeking information or help and that such services should be concerned primarily with the needs of the individual. The working group was aware that even in countries with extensive adult education provision, guidance services were often not reaching out to those groups in society whose need is greatest.

III. The working group considered whether adult educational guidance should always be an integral part of adult education even if, in countries with limited resources for adult education, this could mean diverting scarce resources from the provision of courses. It was agreed to recommend to the Council of Europe that adult educational guidance was an essential part of adult education on the grounds that:

a. without adult educational guidance the objectives set by a country for adult education were less likely to be achieved or priorities satisfied;

b. counselling services were a relatively inexpensive way of maximising the use of existing statutory and voluntary provision in adult education and of reducing the drop-out rate amongst students.

IV. A number of different models for educational guidance services were recognised by the working group and it was accepted that different models or combinations of models would be necessary in different areas. The models noted were:

a. counselling provided by staff of educational institutions to their own students and also to anyone else seeking help;

b. agencies separate to the main voluntary and statutory providers supported by government and advising clients on the best statutory or voluntary courses for their needs.

c. agencies as above separate to the main voluntary and statutory providers but also willing to mount pilot courses to demonstrate need to the normal providers of courses.

V. It was agreed that specific training was needed in adult educational guidance but there was no consensus as to whether persons recruited should have a background in adult education to which skills in counselling could be added or whether recruits should be persons trained in counselling techniques who could then acquire a knowledge of adult education. It was recognised that persons involved in giving adult educational guidance will have a variety of backgrounds but that counsellors in adult education do need specific skills and knowledge. It was agreed that training in adult education guidance should be included in pre-service training for adult education teachers and that there should be post-experience opportunities to extend qualifications.

VI. It was recognised that the problems of persons seeking help are often not so specialised as the agencies set up to help them. In order to help clients effectively, adult educational advisers will have to take account of their clients' total circumstances and may therefore become involved in advising them on non-educational questions.

VII. Counselling services have a so the role of advising providers of adult education. It was recommended therefore that counselling services should work closely with providers of adult education and should have as an important part of their function advising providers on need, on public reaction to courses and the ways in which courses are promoted.

VIII. It was agreed to recommend that the status of staff was important. There should be minimum standards of qualifications for persons engaged in counselling. However, it was recognised that counselling services do not always reach all sections of the community. There can be considerable value in maximising the use of other agencies (job-centres, trade unions, immigrant organisations) to disseminate information, stimulate interest and establish contact with individuals within target groups. Experiments in Portugal, Sweden and the United Kingdom were noted. It was also agreed that there was a need for more experimentation in methods of out-reach into the community.

IX. It was agreed to recommend that further consideration should be given to the ways in which countries with established guidance services could assist countries where provision is less well established and to request that views on this be circulated.

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VII. SUMMARY OF IMPORTANT ASPECTS OF THE SEMINAR DISCUSSION

by A Frischkopf

1. Educational guidance and counselling is a structural element and therefore an integral part of the adult education system. The development of guidance and counselling in adult education is for this reason an important future task in educational planning and policy.

2. Educational guidance and counselling in adult education fulfils a threefold, important function, that is for

- the person who is seeking advice, who is informed, orientated and motivated (education advertising)

- the institutions of adult education, which are advised in relation to their courses

- the adult education system: especially for the realisation of aims in educational policy and the further development of this sub-component of the education system.

Educational guidance and counselling in adult education therefore has an important linking and mediating function between individuals seeking education and institutions offering it.

3. The question as to whether the expansion of counselling should not be relegated in favour of the adult education courses themselves must be answered in the negative. Educational guidance and counselling in adult education is in many cases a precondition for the optimal use of the existing adult education provision. It can thus contribute to a large extent to the efficiency of the funds invested in adult education.

4. When only limited funds are disposable, ways and means should be sought of using the available material, finance and staff resources for educational aims too. For this, considerable ingenuity and creative imagination are necessary with regard, for example, to

- increased co-operation among the existing counselling institutions, but among experts and the politically responsible as well

- the use of other institutions (organisations, associations and so on, which are in direct contact with individual sections of the public)

- the use of part-time and voluntary colleagues for work which requires no particular qualification.

5. The demand for ingenuity does not mean a lack of planning. Good counselling which wishes to do justices to its aims must

- be put into practice within the framework of a coherent overall plan

- develop short-term activities against the background of medium or even long-term perspectives.

6. The exchange of experience is also urgently needed, especially in this field, to widen horizons through a variety of stimuli and to preclude aberrations. This exchange must take place on international, national and regional levels. Institutions such as the Council of Europe and regional institutions such as the Landesinstitut are called upon to lend their support.

7. With the continued development of adult education, education guidance and counselling in adult education must continue to be consolidated and secured with regard to staff, institutions and finances. As far as security of staffing is concerned, the main problem is the employment of full-time staff. In order to achieve this security, regular public relations work, among other things, is needed. Both politicians and experts must be convinced of the necessity of educational guidance and counselling in adult education.

8. The many unsolved problems in the field of educational guidance and counselling in adult education reflect the level of development in counselling. So there are still a number of open questions, referring to

- the forms of organisations and structures in guidance and counselling services
- the demands for qualification on the counselling staff (formal qualification as well as competence in the form of relevant social experience)
- staff status (full time, part-time, voluntary)
- methods of guidance and counselling
- possibilities and restrictions of a reliable and handy information system

9. The diversity of opinion as to what educational guidance and counselling in adult education is and should achieve is not only to be ascribed to unsolved problems. It is also based on differing conceptions as to the values and targets in educational and social policy. This latter aspect should not be suppressed. Just as the aims of further education should be revealed, so should the function of educational guidance and counselling in further education be made clear as well.

10. Educational guidance and counselling in adult education becomes plausible above all when it

- puts further education into a better position to contribute towards solving social problems
- helps to remove the still considerable differences in the levels of education in the population and social disadvantages in society.

VIII. RECOMMENDATIONS
(made by the seminar)

I. Definition and function of guidance and counselling in adult education

1. Educational guidance and counselling is an essential structural element of the educational system. It contributes to

- achieving the aims of educational policy and practice, that is, individual self-realisation
- adapting educational provisions to the demand
- developing the system of education as a whole.

2. Educational guidance and counselling refers to

- students at school
- students at university
- adults

and advises on all matters of scholastic, occupational, cultural and political training and further education. These educational guidance and counselling services correspond to the structures of the educational system and are in varying degrees of development in the individual European countries.

3. The functions of guidance and counselling in adult education are manifold. That is why it is necessary to establish priorities and to clearly define the task of the counselling centres. This should be done by the respective countries at national or regional level, taking into account that:

- educational guidance and counselling is available to anyone looking for information and advice,
- the attempts to reach the socially and educationally disadvantaged should be intensified considerably,
- guidance and counselling in adult education can contribute towards motivating participants to take up courses in adult education
- guidance and counselling can also serve to support adult education institutions in planning their courses and thereby act as an important link between the individuals seeking education and the institutions offering it. The collaboration between education counselling and adult education institutions is therefore of considerable importance.

II. Organisation of educational guidance and counselling in adult education and counsellors' qualifications

4. The organisation and structure of educational counselling should be defined according to the tasks, addressees and the regional and local development in the individual countries.

5. Educational guidance and counselling for adults should be carried out through counselling services which are independent of individual adult education institutions, whether maintained by private or public bodies. It should, at the same time, be an integral part of the teaching staff's work in further education.

6. The important and distinctive features of educational guidance and counselling require commensurate knowledge and skills and in certain cases staff specialisation. The necessary competence should be acquired through pre-service training and extended through in-service training. The prerequisite for this is that appropriate training for counsellors should be developed if it does not already exist.

7. Apart from full-time counsellors, part-time and voluntary colleagues can be useful in providing information and advice; they too, however, should have basic knowledge and skills in order to carry out this special work, or be given the opportunity to acquire them.

8. Various organisations engaged in the sphere of social services can help in supporting the flow of information on counselling and educational opportunities. In this way more ways of reaching sections of the public unaccustomed to education can be found.

III. International co-operation

9. With the help of the Council of Europe the attempt should be made to make the politically responsible in the individual countries more aware of the importance and urgency of educational guidance and counselling in adult education.

10. In order to promote educational guidance and counselling

- a framework for analysing and describing the existing systems of educational guidance and counselling in the individual countries should be developed,

- within the framework of the new Council of Europe project (No. 9) study visits should be made possible among the individual countries to utilise and evaluate information and experience in the field of educational guidance and counselling. To this end an interaction system should be developed and intensified with the help of reciprocal visits in the member states of the Council of Europe.

A P P E N D I X I

INAUGURAL SPEECH BY

J GIRGENSOHN, MINISTER OF EDUCATION OF THE LAND NORTH RHINE-WESTPHALIA

Mr Mayor,
ladies and gentlemen!

I bid you a cordial welcome to this international experts' seminar on educational guidance and counselling in adult education. The composition of this group of participants indicates the special significance of the meeting. You, as experts in the field of adult education, represent nine different European countries. This is a fact which merits special emphasis.

The experts' seminar in which you have assembled is notable in a variety of respects. It is a conference which is being run in co-operation with the Council of Europe's Council for Cultural Co-operation, the Federal Ministry of Education and Science and the Landesinstitut für Curriculumentwicklung, Lehrerfortbildung und Weiterbildung. I am pleased with this co-operation. It enables the exchange of important information and experience in the field of adult education among specialists from different European countries. Precisely the diversity and different nature of the countries, their different problems and structures, and above all, too, the different development and organisation in further education makes such a specialist discussion worthwhile. This meeting is notable too on account of its theme. The heading "Educational guidance and counselling in adult education" refers on the one hand to already existing practical experience but on the other hand gives expression to a claim of adult education which so far has only been met insufficiently. While the necessity of educational guidance and counselling in the sphere of schools and universities has meanwhile become self-evident - even if guidance and counselling in these spheres has not yet reached the final stage of expansion - its significance for adult education and the need for its institutionalisation has not yet been sufficiently recognised. This may have to do with the development of adult education as a whole, but especially with the lack of a general conception of the function and organisation of educational guidance and counselling in adult education.

There is no doubt, however, that educational guidance and counselling is going to be of increasing significance in adult education. This results from the necessity of informing the would-be participant in adult education about the range of adult education opportunities of which he only has a limited view and in giving him aid in finding the right direction. He should be informed about the opportunities adult education offers him from the occupational, social and personal points of view and how these opportunities can be exploited. At the same time, however, he should be motivated to make use of the opportunities in adult education. Education guidance and counselling in adult education has therefore both an informing and motivating function.

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Guidance and counselling in adult education is not only to be seen as individual people being advised about courses available in institutions of adult education. Counselling can also be a useful source of information on problems, interests and needs of individuals and social groups which represent important data for course planning in adult education institutions. Guidance and counselling in adult education should therefore turn inwards to the institutions and help to improve course planning. Thus an important linking and mediating function is attached to educational guidance and counselling in adult education through the institutions offering courses and citizens seeking them. Making use of this function is especially beneficial to sections of the public unaccustomed to education.

Just as adult education as the quarternary sector in education may not be seen as being separated from the other educational sectors, so must educational guidance and counselling in adult education be developed in connection with educational guidance and counselling in the schools and universities. Guidance and counselling in adult education must become part of comprehensive educational guidance and counselling. These references to the rank and function of guidance and counselling in adult education demonstrate the need for conceptual development work in the sphere of guidance and counselling in adult education. Not only the showing of a functional context in the different counselling tasks and fields is necessary but also the development of a strategy of the gradual putting into practice of the developed concept. Part of this development work, by the way, is a description which will convince the public of the need for guidance and counselling in adult education.

The Landesinstitut für Curriculumentwicklung, Lehrerfortbildung und Weiterbildung, which was founded in April 1978 on the basis of the First Law on the Regulation and Promotion of Adult Education in North Rhine-Westphalia and the Teachers' Training Law of North Rhine-Westphalia has the task of supporting and professionally promoting the agencies and institutions of adult education, also in the field of conceptual planning. It has been assigned the important function of being a platform on which the experience of individual agencies and institutions is discussed and passed on to others. The experiences of other federal Länder and from abroad should also be taken up and passed on as stimuli to the agencies and institutions of adult education. At this point the interests of the Land merge with those of the Council of Europe's Council for Cultural Co-operation. Both sides want - at respectively different levels - to promote an intensive exchange among those active in adult education, aimed at promoting a qualitatively guaranteed continued development of adult education. This meeting is a welcome result of this common interest and endeavour. There is a special reason for the fact that this meeting is taking place in Soest, for Soest is the future seat of the Landesinstitut. The building is being constructed at Paradieserweg. The topping-out ceremony took place on September 11. Perhaps you will have the opportunity to see the building during a walk.

At this point I should like to give my thanks to the town of Soest - represented today by Mr Grabis, the Deputy Mayor - for its hospitality.

Ladies and gentlemen, some of you have a long journey behind you. I am sure your trouble will be worthwhile. I wish you all success.

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A P P E N D I X II

WELCOME SPEECH BY

A VULPIUS, DIRECTOR OF EDUCATION,
FEDERAL MINISTRY OF EDUCATION AND SCIENCE

Mr Mayor, Director of the Land Institute,
ladies and gentlemen!

Allow me to welcome you on behalf of the Federal Ministry of Education and Science. I thank the Land of North Rhine-Westphalia and especially the Landesinstitut for the organisation of the seminar, I thank the Council of Europe for its initiative and I thank the town of Soest for its hospitality.

The theme of guidance and counselling in adult education is of great topical importance. The Council of Europe has now been interested for a long time in this field of work within the framework of its project "Development of Adult Education". The federal government has supported this project right from the beginning and will also actively co-operate in the new project beginning in 1982. In the Federal Republic we have been dealing with educational guidance and counselling and motivation since the inception of the planning; it must be admitted, however, that the practice of adult education still lies far behind these conceptions.

Let me take this opportunity of giving our foreign guests a short overview of the responsible educational bodies in the Federal Republic so that they can understand prevailing conditions better. We live here in a federal state; apart from the federal government there are 11 Länder including the Land of Berlin. To put it quite roughly, the Länder have the legislative authority for non-occupational adult education and the authority to carry out adult education measures. The federal government has the right to legislative authority for occupational adult education and of the individual financial promotion. Both collaborate in educational planning, which does not, however, always progress completely amicably.

The Federal Ministry of Education and Science endeavours to test newly emerging ideas and conceptions in the field of adult education through research projects and model experiments and to introduce them into the joint education planning. The theme of our seminar belongs to this field; the so-called DIFU-project "Adult Education for the Unemployed", which was one of the reasons for holding the seminar which starts today, is one of our projects. We have known since the 4th UNESCO World Conference on adult education in Tokyo at the latest that in the adult education of all countries, whether they are socialist, developing or industrial countries, certain sectors of the public are severely under-represented in adult education. The people in question are those unused to learning, the peripheral groups. On the one hand it is certainly reassuring to know that this is not only a national problem which perhaps only our state and social system is to blame for. But this state of affairs is disquieting on the other hand because the problem in question is obviously a structural one which requires special effort to solve. In the last eight years we have tried to come nearer to solving the problem by means

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of research, advertising, model experiments and special courses. We have gained experience in adult education courses specially for foreigners and convicts, for unskilled workers or women under a particularly heavy strain or for old people too; nonetheless, the practice of adult education is still anything but satisfactory. Particular deficits are to be noted for example in the adult education of illiterates and the disabled.

Some of these experiences will now be introduced into this seminar. I am pleased that we will have the opportunity in doing so of rectifying some one-sided ideas which sometimes still exist abroad about our system of adult education. For we are often reproached that our adult education is completely school-like in structure, that it consists almost completely of courses involving intensive learning and a final examination, and there at the back of one's mind appears the old Prussian king with his walking stick. It is correct, particularly in the Volkshochschulen and in other institutions of adult education too, that there is a large number of courses requiring intensive learning. A good 10,000 sit the examinations in the certificate courses of the German Volkshochschule Association alone. We are proud of this figure and consider such courses to be fully justified as long as there is a great demand and therefore an obvious need for such provision. Only this is by no means all of German adult education! In the Volkshochschulen alone, 35% of the courses - which, however, only account for 50% of the whole Volkshochschule provision - are allotted to leisure, the arts and health care. Courses on political education or courses on geography, history and institutions of one's own or other countries certainly do not count as belonging to the courses requiring intensive learning either. Apart from this, a large number of courses are offered by other institutions of adult education, especially church institutions and through the work of the unions, rural adult education, the political parties and political education institutions. And even some of the typically trade-orientated institutions offer courses on general and background knowledge. Especially within the framework of educational leave - for which there are laws in five Länder and for some target groups federal laws - very few courses requiring intensive learning take place.

What it is necessary to say about the key function of guidance and counselling in adult education has just been said. A mocker once said: "Advice is a suggestion we make to other people, but one which we hope will turn out to be to our own (egoistic) advantage". The mocker did not suspect that in our case, things really are like this, advising others to go in for adult education is indeed aimed at being an advantage for society as a whole and the state as well.

If the seminar which was inaugurated today contributes something to both the person seeking advice and the community gaining something, the efforts of these three days will have been worthwhile.

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APPENDIX III

PROGRAMME OF THE SEMINAR

Monday 21 September	Arrival to Soest
Tuesday 22 September	
9.00 am	Plenary session
	a. Opening of the seminar
	b. Speeches by:
	. the representative of the Landesinstitut;
	. the representative of the Federal Minister of Education and Science;
	. Mrs I Kipper, mayor of Soest
	c. Presentation of the participants by the Chairman of the seminar
	d. Presentation by the representative of the Council of Europe of CDCC projects concerning adult education
	e. Introduction to the themes of the seminar by Mr O G Wack, of the Landesinstitut
	f. Exchange of views on the seminar's orientations
12.00 am	Lunch
2.00 pm	"Stock" of information on information, guidance and counselling existing in the Council of Europe countries represented at Soest
4.30 pm	Discussion in a plenary session of results from the stock of information
6.00 pm	End of the meeting

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Wednesday 23 September

9.00 am	Working groups: the methodology to be used by the centres
12.30 am	Lunch
2.30 pm	Working groups: structures, organisation and financing
5.00 pm	Drawing up of the reports of the working groups
6.00 pm	End of the meeting

Thursday 24 September

10.00 - 12.00 am	Plenary session: Presentation of the reports of the working groups; exchange of views
2.00 - 4.00 pm	a. Summary presented by the rapporteurs of the seminar with the presentation of a draft recommendation to be transmitted to the project group of the CDCC Project No. 9 b. Conclusions and adoption of the recommendations.

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